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FUTURE OF PUBLIC UTILITIES
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SOLVING THE LAND PROBLEM

THE Report of the Uthwatt Committee on Compensation and Betterment (Cmd. 6386; price 2s. 6d.) is an impressive example of what a small team of mixed experts can do to put before the nation a solution to complicated, fundamental, and controversial problems, calling for a quick answer in the interests of national and social progress, but to which an answer might be seriously delayed where no voice heard but that of "interests" and "politics."

In rigorous and exhaustive analysis and in detailed explanation and application of the proposals it puts forward, the report has no parallel over many years past. Though it runs to 180 pages, and makes difficult reading, there are few documents published in these times which the local government officer will find it more profitable to study, and to study now. Some whose duties have related to the topics with which it deals will know how keenly these have affected local government in the past, and will realise how vital they are to its future. Others will perhaps hardly appreciate from the mere title of the report how widely local government is concerned. To these it may be pointed out that the Report deals with the whole subject of land—the use of it, rights in it, the development of it for public and private purposes, the management and control of it when developed, and the terms and conditions on which it can be acquired and developed for either public or private purposes after the war.

Central Planning Authority

The committee's terms of reference were, briefly: "to make an objective analysis of the subject of the payment of compensation and recovery of betterment in respect of public control of the use of land; and, as a matter of urgency, to advise what steps should be taken now or before the end of the war to prevent the work of reconstruction thereafter being prejudiced." On the second limb of the reference it will be remembered that the committee presented an interim report in July, 1941. In this, it stressed the need for setting up a Central Planning Authority now; pointed out the need to vest that authority with power to control building and development provisionally until positive reconstruction schemes could be worked out after hostilities cease; and recommended that certain special provisional controls should be established over "reconstruction areas" (*e.g.* bombed areas), and that compensation for the public purchase of land should not exceed pre-war value, *i.e.* the value on March 31, 1939.

On July 17 last year, Lord Reith, then Minister of Works and Buildings, announced the general acceptance of the committee's recommendations, subject to some qualification. He added that the Government thought the best way of preventing prejudicial development pending reconstruction was by strengthening the Planning Act (presumably by strengthening the interim development powers), and intended to provide accordingly in legislation which would be introduced to deal with the "reconstruction areas." On April 21 this year, his successor, Lord Portal, stated that progress had been made with the drafting of this legislation but that it was felt better to await the committee's final report before introducing it. We may thus expect legislation at any time now on the subject of the committee's first report—which, important as it is, has, however, nothing like the broad sweep of the final one.

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In regard to compensation on its present basis, the committee's most startling finding—one which explains the difficulties local authorities have had in committing themselves to effective planning schemes, and one which throws a revealing light on the price the public has had to pay in the past for land acquired for public purposes—is that not only has compensation in the aggregate to be paid far in excess of the real loss, but payment has to be made for land values that are not really destroyed at all.

This results from the two factors of "floating value" and "shifting value," and the committee gives an admirably clear account of how these factors arise and operate. Both depend on the fact that compensation has been payable for potential development value, and both affect the compensation which is payable when restrictions are imposed on the development of land as well as that payable when it is acquired for public purposes. The committee first points out that building may take place on the particular land to be acquired, or elsewhere, and may come within five, or twenty-five, years; and that the present value of the potential development value is obtained by estimating whether and when development is likely to take place, including an estimate of the risk that other competing land may secure first turn. The committee then goes on to say:

"If we assume a town gradually spreading outwards, where the fringe land on the north, south, east, and west is all equally available for development, each of the owners of such fringe land to the north, south, east, and west will claim equally that the next development will 'settle' on his land. Yet the average annual rate of development demand of past years may show that the quantum of demand is only enough to absorb the area of one side within such a period of the future as commands a present value.

"Potential value is necessarily a 'floating value,' and it is impossible to predict with certainty where the 'float' will settle as sites are actually required for purposes of development. When a piece of undeveloped land is compulsorily acquired, or development upon it is prohibited, the owner receives compensation for the loss of the value of a probability of the floating demand settling upon his piece of land. The probability is not capable of arithmetical quantification. In practice, where this process is repeated indefinitely over a large area, the sum of the probabilities as estimated greatly exceeds the actual possibilities, because the 'float,' limited as it is to actually occurring demands, can only settle on a proportion of the whole area. There is, therefore, over-valuation."

The "Betterment" Myth

As to "shifting value," the committee points out that when a piece of land is taken out of the market for building purposes, either by being purchased for public purposes, or by a planning prohibition against its development, the potential building value is shifted to other land. Aggregate values are not substantially affected, but as the loss to the owner of the land bought or prohibited is obvious, he claims compensation for the full potential development value. The value then becomes attached to other land whose owners enjoy a corresponding gain by reason of the increased chance that their land will be required for development at an earlier date. The committee adds that though in theory it should be possible to compensate all owners whose land is decreased in value out of a betterment fund levied from owners whose values have increased, it has not been found possible to equate compensation and betterment in this way, because, in brief, it is impossible to say with certainty whether and to what extent a given land value is attributable to a given cause. Elsewhere in the report the committee reviews the betterment provisions of Town Planning Acts and of the Public Health Acts, etc., and acknowledges that they have proved little more than a bargaining factor in the hands of the local authorities.

With planning on a national scale, the two factors would, as the committee points out, have an enormously extended sphere of operation. The committee concludes that a solution to the problem of shifting value can be found only in such a measure of unification of existing rights in land as will enable shifts of value to operate within the same ownership.

In its approach to a solution it has felt the necessity of a new conception of the relation between public and private rights in land. Assuming that national planning is to be a permanent feature of the internal affairs of this country, it recognises the wide scope such planning must have over land uses, and realises that this factor calls for a revision of our "purely individualistic approach to land ownership," and "a new conception of the balance and relation between public and private rights in land." It is in looking at the problem of compensation from this broader angle that the committee has evidently been led forward to its bold scheme for a new land policy—a scheme in which a solution to the compensation problem involves a solution to many other problems which must arise in future in the use of land and from the increased measure of public control over it which planning must entail.

A Bold Solution

We can do no more than set out this bold scheme in the barest outline. The central recommendation is as follows:

> "We recommend the immediate vesting in the State of the rights of development in all land lying outside built-up areas (subject to certain exceptions) on payment of fair compensation, such vesting to be secured by the imposition of a prohibition against development otherwise than with the consent of the State accompanied by the grant of compulsory powers of acquiring the land itself when wanted for public purposes or approved private development."

The unification of development rights in the State will eliminate *shifting* value. The development value for all time will have been acquired and paid for. Such a unification is in any event necessary to remove the conflict between public and private interest which would hinder the proper operation of planning machinery were the land system left as it is. The compensation for the acquisition of the development rights will be assessed for the whole country as a single sum, to be divided among the individual owners. In this way, and only in this way, will *floating* value be eliminated. These provisions will ensure that compensation will no longer be a factor hindering the preparation of planning schemes, and will facilitate a positive policy for agriculture, the improvement of road systems and public services, the preservation of beauty spots and coastal areas, the reservation of green belts and national parks, the control over the expansion of existing towns, the establishment of satellite towns, and the planned location of industry in new areas.

Progressive Nationalisation

The purchase of the land itself when development, public or private, takes place, is an essential part of the scheme, as no occasion must arise for the acquisition over again of the development rights in the same land. Unless there is marriage, at this stage, of the owners' interest and the development rights, the acquisition of the development rights is no acquisition at all.

The development rights, and any interests subsequently acquired, will be managed by the Central Planning Authority, and the committee apprehends that the Central Authority may delegate to regional or local authorities some of its powers relating to the disposition and management of the land. Where land has been acquired for purposes of private development, the committee recommends that it be disposed of to its private developer on lease, for a term of years appropriate to the nature of the development, and subject to covenants which are related to the character of the development and to planning considerations.

The committee concludes that one obvious measure for unifying rights of ownership—nationalisation—was not practicable—at any rate, in the sense of full and immediate nationalisation. It must be observed, however, that, while built-up land is outside the scope of this scheme altogether, the scheme involves not only the *immediate* acquisition of *development rights* in land now undeveloped, but the full public acquisition of the land itself, if and when developed, and *whether that development be "public" or "private."* This is the boldest element in the whole conception, and is obviously synonymous with progressive nationalisation of all land now undeveloped, as and when it *is* developed.

In addition to this broad and basic plan, the committee puts forward a scheme for the periodic collection of increases in site value, which it commends whether or not the scheme for the acquisition of development rights is accepted. This involves a valuation of site values as such and the entry of them in an additional column of the Valuation List. The committee agrees that the machinery of rating and valuation is the best medium for applying such a scheme. It recommends, however, that the local authorities for rating and valuation should be subject to the directions of county assessment committees in this work.

Compulsory Purchase

Finally, the committee puts forward a much needed and practical plan to simplify and expedite the procedure for compulsory purchase of lands comprised in reconstruction areas and "in other areas where considerable areas of land are being acquired." Hitherto, there has been no means of transferring the land until the compensation has been settled, either by agreement or by arbitration, and even powers of entry upon the land in advance of transfer of title have, apart from local Acts, been available in only one instance. A difficult title may, of course, still further protract the time taken for essential and often urgent acquisition. What with the difficulties in settling the amount of compensation, and the difficulties and time involved in the procedure, it is a wonder that local authorities have done as much and as well as they have done in securing the land requisite for vital and often urgent needs.

The major feature in the procedure recommended is that the proposal, as such, will be approved by the appropriate Ministry and, as from this approval, the land will vest in the local authority. The ascertainment of the persons interested in the land, the examination of their title, and the assessment of the compensation payable to them, are left to follow. Improvements in the existing procedure are recommended even in cases where the new procedure is not to be applied. Local authorities are also to be allowed to acquire land in advance of requirements compulsorily as well as by agreement.

More and Bigger Raids?

Are we likely to get the intensive raids Hitler promised us this winter? We don't know—but we can be sure that, if they do come, they will be more concentrated and more destructive, even if on a smaller scale, than any we have yet experienced, and we must, therefore, be prepared for them. In making those preparations, some suggestions made to the Ministers of Health and Home Security last month by the A.R.P. Co-ordinating Committee, may be useful.

Basing its proposals largely upon the views expressed at the weekend conference on civil defence problems which it organised in London on October 25, the committee advances as the most serious weakness of civil defence today the ignorance of the public, especially about gas warnings, dangers, and protective measures. Another weakness—much less evident now than two years ago, happily—is provided by the multiplicity of authorities within the civil defence organisation and, in some areas, the lack of co-operation between them.

To remedy these and other defects and to prepare to meet "saturation" raids of the new and more powerful type pioneered and developed by the R.A.F., the committee makes a number of constructive recommendations, including:

An intensive propaganda drive to extend public knowledge of civil defence and to draw the whole population into enthusiastic participation;

Greater use of the public as "reserves"—to be achieved by encouraging all street fireguard and invasion defence parties to elect their own leaders, by organising frequent consultations between these leaders, civil defence personnel, local authorities, and all other organisations concerned, and by removing the impression of autocratic administration; and

Extension of consultative committees to the Regional level, with the object of fostering the exchange of experiences, information, and ideas between officers and authorities, encouraging the prior organisation of co-operation before, during and after raids, and ensuring better co-operation between the representatives of the various ministries.

There is, the committee believes, need for a wider conception of reserves, and far more extensive planning and training of officers in arrangements for mutual support. In how many areas, for example, would it be possible, in the event of the destruction of the civil defence organisation on the spot—a not impossible contingency—for an incident officer to go in from outside, set up all services afresh, and direct operations?

Many of the arrangements made today, it argues, are too "official," while the public is confused by the multiplicity of organisations—fireguard, invasion defence, home guard, wardens, W.V.S. and so on—and lacks interest in them because it has not been told fully of their purpose. The committee wants to see a new type of street party into which the whole population can be enrolled.

Using Idle Hands

Meanwhile, of course, large sections of the civil defence organisation are "standing by" and, apart from continuous and essential training and various odd jobs, are virtually unemployed. In an article on another page this month, a contributor makes the useful suggestion that many first-aid posts could, in raid-free periods, be used as minor ailment clinics for adults, that cleansing centres could be used as public shower baths and to treat scabies, and that stretcher parties could lend a hand in hospitals—to the great advantage of all concerned. But why restrict such arrangements to first-aid and cleansing centres? The wardens, those universal aunts of A.R.P., have plenty to do; but what about the other sections—N.F.S. and rescue and demolition parties for instance?

With the present shortage of plumbers, a winter anything like as cold as the last is certain to produce either a record crop of burst pipes or a colossal waste of fuel to prevent it. Why not obviate these risks by giving the N.F.S. and rescue parties some training in elementary plumbing—most of them are probably sufficiently skilled already—and constitute them into a frost flying squad ready, before the frost, to help householders with preventive measures, and, after it, to respond at once to every call for aid?

Another bright idea, already adopted in at least one town, is to turn over some of the furnished houses held ready for raid victims into hostels or clubs for soldiers passing through the town, women war workers, or such voluntary bodies as the Y.W.C.A. Since the people using these hostels usually stay there one night only, there would be no difficulty in obtaining instant possession in the event of a raid (that, of course, would be a condition of the lease) and those running or using them would be able to help settle the raid victims in.

WHITHER PUBLIC UTILITIES?

By J. H. WARREN, M.A., D.P.A.

In this, the first of two articles, Mr. Warren, who is the author of a book on municipal trading and has made a close study of the utility services, outlines their history, and shows how the manifold advantages of municipal management, supplanting the anarchy of private competition and the rapacity of unregulated monopoly, have gradually given local authorities an ever-wider control.

THE four services discussed in this article are the provision of gas, water, electricity, and passenger road transport. They are treated together because they possess common characteristics. As economic undertakings, they are all "local public utilities," taking the form of local regulated monopoly. As local government services, they together constitute the "trading undertakings," a term which indicates, on the one hand, the industrial character of the operations they involve and, on the other hand, the self-supporting basis on which they are run, the commercial principle of charge on which they supply their consumers, and the "profit" which they often make and which they credit to a common good fund or apply in reduction of charges or relief of rates.

The features common to these services as local government services mark them out in strong contrast to other services provided by local authorities; and there is the further difference that they are not everywhere provided by local authorities but are in many areas in the hands of private enterprise. The field is shared between the two kinds of ownership in measure differing with each service. Roughly—very roughly—we may say that water supply is almost wholly in the hands of the local authorities; that, judged by sales and consumers, gas supply is in the hands of local authorities to the extent of about one-third, and electricity supply to the extent of about two-thirds; and that, in the field of passenger road transport, the balance is fairly even, the local authorities having lost much of the lead they held in the days of tramways through the subsequent development of long-distance coach services by private enterprise.

Problem of Areas

It is the object of this article and its successor to outline the structure of these services and to consider how they are at present affected by local government areas, what area requirements they have, and how such requirements are to be met in any reform of local government structure. It may be said at the outset that the existence of these services renders the area problem in local government much more complex than it would otherwise be.

The fact that all or some of them are provided, here by local authorities, and there by companies, is obviously a complicating factor which is absent in other spheres; such a situation having an obvious bearing, for example, on any proposals for a consolidation of services and areas. Whether these services, or any of them, have area requirements of a kind not amenable to the solutions which might be found to the area problem in other spheres, is a matter for discussion; but it is at any rate significant that area conditions in this sphere have attracted more criticism, and have been the subject of more drastic proposals for reform, than in any other.

There is, moreover, one further feature of difficulty. Each undertaking, municipal or private, is a component part of a national industry, and is inevitably affected, in one way or another, by general industrial conditions and aims. In two instances—electricity supply and transport—national planning and control have been superimposed upon local organization and conduct, and there is little doubt that this process will go further. In face of all these circumstances, it has already been said in some quarters that, whatever the ultimate solution of the ownership issue may be, these services must take a line of development which leads away from local government altogether. It has been said that they must either be made to form part of broader national public utilities (*e.g.*, fuel and power, and transport), or that they must be unified as separate national public utilities.

Local authorities will be resolutely averse to any loss of their undertakers' role; though they will not, I think, fail to recognise the need for a developed national policy for each one of these services. Sentiment cannot always point to a solid case against change, but I believe that in this instance the sentiment of the local authorities can be supported by a case of overwhelming strength for their continued participation in the conduct of these industries, at any rate by way of responsibility for local operation.

Wasteful Competition

This case cannot be understood without a knowledge of the circumstances which led local authorities to enter the local utility field; of the successful part they themselves have played in the conduct and development of the services within it; and of the way in which agencies of local government have moulded "private enterprise" into the profoundly modified form it now assumes, even in areas where it continues. The short account of these facts which follows, will also show how the services assumed their present form and structure.

In a subsequent article I shall discuss the more recent developments of the services, and the area problem they now present. I will only add here that if the local authorities desire to maintain their position they cannot burk this area problem, or the task of finding a solution to it, even though a solution may involve much change and re-adjustment.

The history of the utility services begins in the sphere of water and gas supply, and eventually embraces electricity and transport. Some ancient chartered corporations can claim to have provided public supplies of water at very early dates, but water supply in its characteristic modern form originated in the early phases of the industrial revolution, when the provision of piped supplies to the large new towns assumed an essentially industrial character. Gas supply originated a little later, though still in the early phase of the industrial revolution, and in this case the pioneer of the industry was a local authority—the Commissioners of Manchester—which began a municipal supply in 1807. Generally speaking, however, the supply of both water and gas was first undertaken by private enterprise, in conformity with the *laisser-faire* notions of the period, and on the usual footing of an open door for competition.

Here, as in the economic field generally, it was believed that competition would result in the greatest economy and efficiency and be the best protection to the consumers in the matter of price. The result was fantastic. Several companies erected works in the same town, and each laid its mains in the same streets. Oxford Street, London, once carried the mains of five separate gas companies! The palpable absurdity of such a situation, and the consequences which soon made themselves apparent, cast a strange light on the doctrines of the classical economists and the virtue of that universal recipe for a self-acting millennium which is shortly described as *laisser-faire*. It might, indeed, be true that "prices were kept low by effective competition," that they would "fluctuate about a mean which would be very little above cost of production," but here was a sphere in which they seemed to fluctuate about a cost which was twice or thrice what it need be.

The early competitive phase is nowhere better described than in a Memorial presented to the Royal Commission on the Health of Towns in 1845 by two companies which had engaged in a ruinous competition; the results of which they epitomised thus:

"An immense expenditure of capital in utter waste; double or treble sets of mains and pipes being laid down in districts where one set would better have served the inhabitants. An enormous annual outlay, equally in utter waste, in the salaries of canvassers and commissions to agents who procured tenants; in the bills of plumbers who changed the service pipes of tenants from one set of mains to another; in the charges of taking up and relaying roads and pavements on the like occasions; in double and treble sets of turncocks and pipelayers; and as the climax of absurdity a payment of all parochial and district rates in every parish on all the pipes of all the companies in proportion to the capital expended on assumed profits or interest, which it is needless to say had no existence. These expenses being accompanied by a great reduction of rates, the result was such as might have been anticipated. One of the companies, overwhelmed with difficulties and debts, ceased to pay dividends to its shareholders; the other two must shortly have arrived at the same condition; and the total return on more than half a million capital expended has not since been and is not now more than 2⅜ per cent per annum."

Move to Monopoly

In the course of about 20 years, competition gave way to monopoly in a movement towards unification of undertakings and de-limitation of areas, a movement which left not a few derelict plants behind it as monuments to individualistic anarchy, and the more doctrinaire features of classical economics. Nor was the palpable waste of competition in this sphere the sole impetus behind a transition to monopoly. It is a characteristic of both services that supplies can be given only through fixed distributive plant, and that this accounts for a large proportion of the capital cost of the whole undertaking. The law of increasing return is, therefore, very potent in such undertakings. A newcomer must go to the same capital cost as his established rival, and may secure only such consumers as are not already connected. With a good start, the first-comer might, and sometimes did, establish a monopoly at the outset; but even where this did not happen, the undertaker possessing some initial advantage might secure a domina-

ting position quickly as costs declined with increased business.

Competition prevailed in London to so late a date as 1860, when thirteen gas companies came before Parliament with a Bill declaring that "the said companies instead of supplying gas by several mains in the same district have agreed, as far as possible, each one to confine its supply to a separate district in order to minimize capital and avoid the too frequent opening of streets." Brighton, however, retained the privilege of being supplied by two gas companies each with mains in every street to so late a date as 1881. In general, however, monopoly was prevalent after the first quarter of the century.

The consumers now learned a new lesson in economics in suffering a prolonged experience of rapacious prices and poor services—of which later Parliamentary papers, and notably the Report of the Royal Commission on the Health of Towns of 1845, furnish indisputable evidence.

Eventually, however, the consumers found that an agency was available to them which could not only voice their indignation and publicise the facts, but was fortunately in a position on their behalf to oppose the conduct of the monopolies with some effect. This agency was the local authority of the time. Itself directly representative of the consumers, it fortunately found itself in a position to take effective action. The companies required Parliamentary authority for many purposes, notably the power to lay mains in the streets; and the local authorities possessed a *locus standi* to oppose their Bills in Parliament. Whenever, then, the companies required new or extended powers, the consumers, through the local authorities, brought the conduct of the companies before Parliament in opposition to their Bills. Gradually and reluctantly, Parliament was forced to take action and to adopt the oft-repeated and oft-ignored recommendations of the Committees which considered the Bills and the local authorities' objections, or of other Parliamentary Tribunals set up as a result of the consumers' agitations.

Regulation of Monopoly

The Royal Commission on the Health of Towns, for example, had reported in regard to water that of the fifty large towns in the kingdom, supplies were good in six (chiefly where the municipality was supplying), indifferent in thirteen, and bad in thirty-one. They drew attention to the ruinous effects of competition which had persisted in the metropolis until that date; recommended that competition should everywhere be abolished "with a view to economy"; reported that water companies had failed to carry supplies to poorer consumers; reaffirmed the necessity for limitation of price in every case; and recommended the grant of power to all local authorities to purchase existing company undertakings by agreement and the imposition in all new Company Acts of a condition for purchase by the local authority after a term of years. Few of these recommendations were implemented, but a year or two later the consumers scored a notable victory in the passing of the Gas and Waterworks Clauses Acts of 1847, which limited dividends to 10 per cent.

Even this generous treatment did not restrain the rapacity of the monopolies—which were not slow to take advantage of the fact that a dividend of 10 per cent means more profit if you can pay it on a larger capital. The way to realise a higher actual profit was unfortunately left open by the company legislation of that time, and the absence of any special legislative control over the issue of capital by these undertakings. The companies could offer new issues of capital to existing shareholders at par, and convert loan capital into share capital. Clifford, in his "History of Private Bill Legislation," comments on the position thus:

"Notwithstanding this limitation of dividend in and before 1847 and by special Acts since that period prescribing still lower rates it was found that gas companies evaded the intentions of Parliament in two ways; by converting loans into share capital, a power given to them by the Companies Clauses Acts, and by issuing new capital which was allotted *pro rata* among shareholders at par although with a considerable premium. In either case the shareholders even if their dividends fell received a direct benefit by way of bonus upon the capital thus created, whether its expenditure was or was not necessary or judicious, but it was generally found possible to maintain the maximum rate of dividend, so that shareholders reaped a double benefit, from share premiums as well as from high percentages upon fresh investments."

A striking picture of what happened in the metropolis, and an indication of what happened elsewhere, is contained in a very frank report which the Board of Trade made to Parliament on the Metropolitan Gas Bills which were before Parliament in the 1873 session.

"The Board of Trade has no precise information as to the dates at which or as to the premiums at which these amounts of new capital were raised and issued. But, taking the average of the premiums quoted in the share lists during the period in question, it would appear that the effect of the (previous) legislation has been to put over a million and a half to two millions into the pockets of existing shareholders in the companies, and to charge this sum on the gas consumers without any *quid pro quo* whatever . . . Nor is this all. Such a system not only charges on the consumer capital from which he derives no benefit, but is a direct inducement to the companies to raise capital unnecessarily, an inducement against which the vigilance of Parliament is and must be an insufficient safeguard. It is to be remembered that these results (which would appear more striking if the capital raised before 1868 were taken into consideration) have arisen from the action of Parliament in authorising capital to be raised at 10 and 7 per cent, and in refusing to allow more than a quarter of new capital to be offered to existing shareholders at par. It is not surprising that such a system should lead to discontent on the part of the consumers of gas."

NALGO REFLECTIONS

The position with the metropolitan water companies was as bad, as witness Parliamentary Papers of 1885. From 1872 to 1883, the aggregate amount of dividends received by shareholders of eight companies was £8,501,486, on a share capital which grew from £7,995,578 in 1872 to £10,344,313 in 1883. Thus, in twelve years the dividends amounted to more than the share capital in 1872. In addition to these dividends and the increment upon capital already issued, the shareholders gained 100 per cent upon the amount of all new issues received by them at par, and £300,400 by taking up loan capital.

Certain provincial local authorities became aware of the loopholes in the legislation of 1847 and obtained further legislative control in their areas, in the decade following the Clauses Acts of 1847. In the metropolis the position was not remedied until 1873, when the Metropolitan Board of Works, which was in many respects the precursor of the London County Council and was always championing the consumers' cause against the monopolies, secured the imposition of what are known as the "Auction Clauses." In 1877, Parliament gave power by Standing Order to its Committees to insert these clauses in all future Gas Bills. The effect of the Auction Clauses is to ensure that all new issues are put up to auction, and to prevent the conversion of loan capital into share capital without a reduction in the interest rate—in a word, to prevent "watering of stock."

Move to Municipal Supply

The final phase in the regulation of gas monopoly was introduced in or about 1870 by the application of the device which is known as "the sliding scale" for price and dividend. Wherever this is adopted, a standard price for gas is designated, and as this is increased or decreased by the company, its dividend falls or rises in proportion. Provided the standard price has some real relation to costs, this is an effective regulation. Its chief virtue is that it gives to the companies an interest in economical management, which may well be absent without it, for what inducement to economy could there have been with a permissible dividend of 10 per cent in a monopoly undertaking serving a rooted and growing demand for an essential of civilized life?

Even before regulation had reached the high pitch which it eventually reached in gas supply (and in water supply it never reached the sliding scale, and neither Auction Clauses nor sliding scale are of general application to electricity and transport companies) a movement for municipal gas and water supply had set in. The growing responsibilities and aptitudes of local government bodies had impressed outraged consumers in many parts of the country with the possibility of supplying themselves through the medium of the very

cal authorities which had so often championed their cause against the private monopolies; and the latter part of the 19th century was marked by extensive purchases of gas and water undertakings by local authorities. There was not, however, and still is not, any general legislation for the compulsory purchase of these undertakings by local authorities.

Meanwhile, the experiment of the American, George Francis Train, at Birkenhead, where he had the first street tramway in Europe, had inaugurated a third local utility service. The experience of gas and water led Parliament to recognise at the outset that here was another undertaking with fixed service channels in the shape of traction lines which possessed all the characteristic features which must inevitably establish it as a local monopoly, and public feeling was so strong after its experience of gas and water monopolies that Parliament felt bound at the outset to provide for regulation. In the Tramways Act of 1870, Parliament provided for grants of powers to private undertakers in respect of specific areas, but also provided that undertakings so established could be bought out compulsorily by the municipality after a term of years. For municipalities, Parliament made available powers to lay lines, but not to operate the trams! The general trend for municipalisation was, however, so strong at this time, that most municipalities were subsequently able to obtain powers by private Acts actually to run the trams on lines they had laid, or to buy out companies in a shorter term than the 1870 Act contemplated. Before the last war, and the advent of the motor omnibus, the municipalities had everywhere become dominant in this field.

Generally speaking, the local authorities operating tramways were able to procure powers in their own areas to operate the new form of service when the motor-bus began to displace trams some 25 years ago; and the Road Traffic Act, 1930, gave general powers to local authorities running tramways to run omnibuses over the streets within their area.

Electricity's Better Start

When, in 1878–80, experiments showed the feasibility of electric lighting, Parliament was immediately faced with applications for powers by both companies and municipalities. Once again it recognised the characteristics of a new monopoly, and this time it dealt with it more satisfactorily than in the Tramways Act of 1870, thanks largely to the fact that Joseph Chamberlain was at the Board of Trade. The first Electric Lighting Act of 1882 allowed areas to be supplied either by companies or local authorities, but contemplated the field as eventually a municipal one by providing the local authorities with compulsory powers of purchase after 21 years, a period which was subsequently extended to 42 or, if not then exercised, at intervals of ten years thereafter. The Act also enabled local authorities to become undertakers, and they entered the field in force from the outset.

The early electricity legislation, though it provided for maximum prices, never contained the same kind of regulation for dividends and capital issues as had evolved in the sphere of gas and water supply, the truth being that, as the Parliamentary debates of the time clearly indicate, Parliament contemplated that after an experimental period the service would eventually pass into municipal ownership. This has not everywhere happened, owing to certain developments of which we shall speak later.

I have now traced the growth of four services to their existing local forms. These were the outcome of a consumers' movement, acting through local authorities, leading either to regulation of private monopoly, or to consumers' collectivism in the shape of municipal ownership and operation. This

(Continued in next column)

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latter was not, be it noted, the outcome of political collectivism, though it represents the most important and extensive field we have in which the collectivist principle has been successfully applied. It is interesting to notice for how long, and how frequently, the tribunals of Parliament have contemplated municipal ownership and operation.

As long ago as 1845, the Royal Commission on the Health of Towns had recommended municipal water supply, though it was not until 1902 that the Metropolitan Water Board was established by the enormous pressure of public opinion after 17 Parliamentary Tribunals and a prolonged agitation by the metropolitan water consumers, and there are still no general powers of compulsory purchase in this field. The whole policy of the Tramways Act of 1870 and the Electricity Act of 1882 was municipal ownership, and in the latter instance, municipal operation.

The municipalities can thus claim that, although these services are not everywhere in their hands, they have for a long time past been contemplated as the proper authorities to undertake them, and that even where private enterprise persists, it is the local authorities themselves which have been responsible for the modifications and controls imposed upon it. Moreover, the local authorities' record has proved them to be successful undertakers, and though in general they succeeded *private* enterprise in gas or water supply, they were pioneers in electricity supply and road transport and their efforts over the whole sphere have fully justified the name of *municipal* enterprise.

Advantages of Municipal Control

If one compares a municipal gas undertaking with a private one, the degree of control now operative over the private company makes the comparison relatively marginal; but here, and in larger measure in the other three services, the municipal undertaking possesses certain inherent advantages—profit to shareholders is eliminated, and the capitalisation is at cheaper rates in the municipal undertaking. Moreover, a municipal undertaking is usually only one of other trading and local government services, and this has the effect of reducing overhead charges as well as of providing a basis for the effective co-ordination of one service with another. It would take considerable inferiorities in administration on the part of the municipality to lose the benefit of these advantages, but as a matter of fact close records kept in several of these fields over many years show the municipalities in a most favourable light, not only in the matter of the prices at which they supply, but in the crucial test of their capital and operating costs. Finally, the very constitution of the local authority renders the control over the undertaking accessible and amenable to the salutary stimulus of the consumers' complaints and criticisms.

MR. LIONEL McCOLVIN, F.L.A., City Librarian of Westminster, has made a striking and valuable contribution to proposals for post-war reconstruction in his recently published report on "The Public Library System of Great Britain" (The Library Association, 5s.). Although he deals with only one local government service, much that he has to say and to suggest is of wider application and is relevant to local government in its broadest aspects.

The report is based upon six months of intensive research into present and pre-war library conditions. Mr. McColvin sums up his conclusions thus:

"Although the present achievements of public libraries are of incalculable and vital significance, the service as a whole is at present not able to meet adequately such demands as already exist, although a majority of the public are not yet fully aware of the values of books and libraries. Neither is the service, generally, sufficiently developed to demonstrate these values properly. All libraries should be to all men an opportunity and an inspiration; too many are a disappointment and a failure."

Illustrating the present unsatisfactory position, he points out that the Library Acts are adoptive, and that, although practically every competent local authority has adopted them, there were, before the war, local authorities (including two county councils) serving a total of 356,881 people, which had not adopted the Acts, while others which have adopted the Acts have done little to implement them.

The reasons Mr. McColvin gives to account for this inadequate development of libraries are essentially the same as those used to explain the inadequate provision of other services—too many small authorities; inadequate financial resources; apathetic authorities and public; unsuitable, unqualified and ineffective personnel; lack of co-ordination between local authorities, with duplications and omissions arising therefrom.

Mr. McColvin makes many detailed and practical suggestions for the improvement of the library service, but these all mainly depend on the implementation of two bold and fundamental proposals: the creation on the one hand of a National Central Body, and, on the other, of new areas for administration.

A Ministry of Culture

The function of the National Central Body would be to co-ordinate and encourage the development of local services. It would not mean in any sense the nationalisation of library services, for it is realised that these must remain local, varying according to the needs of the community they serve, but finding, through the National Body, resources and possibilities for development unknown to them before. Several suggestions are made as to the constitution of such a body, but the most favoured (and for those outside the library service the most interesting) is for the creation of a new Ministry with entirely new functions, such as fine arts, in which libraries could be included.

The second proposal, the creation of new library units of sufficient size and resources to meet the needs of the populations they serve, would wipe out at a stroke many of the present obstacles to development. Better financial resources with greater economies in administration would be obtained, the larger units would attract better qualified officers, and the co-operation between authorities comprising the units would encourage backward authorities, while the improved libraries would themselves provide the best attack on public apathy.

Mr. McColvin has not put forward here a vague Utopian ideal. In order to demonstrate the practicability of his suggestions, he includes in the report a map showing the suggested division of the country into 93 library units to take the place of the 604 existing units. Present local authority boundaries have been respected where there was no good reason for doing otherwise, and in many cases the units are formed simply by amalgamating existing areas. Only three boundaries, however, have been considered sacrosanct—the Welsh and Scottish borders and the boundaries of the City of London.

The aim has been to build each unit upon a natural social and geographical area, based wherever possible on a single large town, and covering a population averaging about 500,000. Full details are given of the areas it is proposed should be covered by each unit, and the map is well worth the attention of all who recognise the importance of bigger and better areas for local government services generally.

NALGO "BRAINS TRUST" ANSWERS MORE PROBLEMS

How can we safeguard the careers of members in the Forces? Should branches have paid officers? What is Whitleyism? These are the questions answered by the "Brains Trust" this month. Have you sent your question yet?

A Square Deal for Warriors

1. Several thousand officers, many of them at the beginning of their careers in local government, have been away in the Forces for periods up to three years and more, and may be away for a further two years. When they return they will find not only that they are out of touch with the service and its many war-time developments, but that those who have retained their civil jobs, either as permanent or temporary officers, have acquired greater experience and thus have a better chance in the scramble for promotion. How does NALGO propose to see that those of us who have been in the Forces are not prejudiced thereby? To say that our former jobs have been kept open for us is not enough—we entered the service as a career, not merely as a job.—*Warrior, London.*

MISS HOWIE.—NALGO has a clearly defined policy here, "Warrior." All branches are, or should be, on the alert when promotions are being made and vacancies filled, so that an officer does not get passed over because he or she is in the Services.

MR. METCALFE.—Yes, NALGO can and will see to it that temporary officers do not deprive our warriors of their rights, and the "temporary" members know and understand our duty. But beyond that, we cannot do more than use our negotiating power to the full to ensure equitable treatment and the minimum of hardship for the returning warriors. Though we have persuaded many local authorities to classify as temporary all war-time appointments and promotions, this safeguard will not necessarily give "Warrior" the assurance he seeks and to which he is morally entitled.

MR. NORTON.—I'm afraid you are right there, Metcalfe. I wish we *could* give a better answer—but we can't. Nothing NALGO can do will alter the fact that those left at home are keeping up to date with their jobs and gaining experience—often more varied and in more responsible jobs than would have come their way but for the war. Even if they do not receive promotions in rank and salary—and some of them do—it is inescapable that when the soldier returns he is bound at first to be ill-equipped to compete with them in the promotion crawl.

MISS HOWIE.—I don't see that we need be quite so pessimistic. A lot will depend on the strength and vitality of the branch concerned. If all of us who are left at home guard jealously the interests of our colleagues in the Services, we shall be able to do a good deal for them.

MR. HARROD.—True, and don't forget that we have done quite a lot already. We have ensured that posts are kept open, that salary increments are duly given, that only temporary appointments are made to replace the absent colleagues, that superannuation rights are protected, and, in many cases, that service pay is made up to civil level.

MR. ALLEN.—The question, as Miss Howie implied, should be the concern of all of us. Those of us who went into the Forces in the last war as youths, and returned anything up to 4½ years afterwards, found our prospects decidedly weaker because of the position so well put by "Warrior."

MISS STANSFIELD.—Yes, there are numbers of men at home, now beyond military age, who suffered after 1918 from the misapplication of temporary appointments during war-time, and who are fierce in their resolve not to see the same thing happen to fellows returning from the present war. I personally shall be very disappointed if NALGO does not include in its reconstruction programme recommendations for the provision of special facilities for returned "warriors" to enable them to obtain qualifications which they would have gained had they remained at home.

MR. ALLEN.—While I agree, of course, I am afraid that whatever we say and do, we shan't be able to escape the fact that the period of war service will have to be made up. It will still take time to prepare for examinations.

MR. HARROLD.—Well, despite what Allen and Miss Stansfield have said, my experience after the last war was that NALGO ex-Service men, speaking generally, got a fair deal. "Warrior" may remember (for it lingered on until at least 1932) the tag to most advertisements: "Preference given to ex-Service men"—and this stipulation applied to a certain extent to promotions as well as to new posts. As things worked out, the holocaust amongst the serving generation left many openings for those who survived—though we hope that this time the toll will be not so great. It is up to NALGO to see that, by similar steps after this war, due weight is given to war service. In the meantime, of course, officers may be prejudiced in their absence. On this, NALGO and many local authorities have taken the view that, generally, permanent appointments should not be made until the boys come back, but I am not so sure that the position has been emphasized enough recently and I think, therefore, that NALGO should get going with its propaganda now. A useful contribution can be made by branches. My own branch issues a monthly bulletin which is sent to those on service. It has the valuable quality that the men serving do not forget us and, above all, it prevents them being forgotten.

MISS STANSFIELD.—But, as the questioner says, it is not enough merely to keep open the jobs of officers who have joined the Forces. Nor do I think that NALGO ever intended to leave it there. What do you say, Mr. Hill?

MR. HILL.—It certainly did not, and it is helping in every way it can. For example, it is trying to cut out the loss of time in qualifying for professional and technical examinations, by sending study papers and books to men in the Forces and to prisoners of war. It is even hoping to hold examinations in prisoner-of-war camps. The education committee has also been considering the possibility of providing an ex-soldier with a period of full-time study before he returns to duty, and is making representations on this point to the Government departments.

MR. ALLEN.—One point in the serving members' favour is that all up to, say, 30 years of age, excluding physically unfit, will be in the same boat. It is no longer possible for a chief officer to keep a young man back, either on grounds of outstanding ability or because he wears an old school tie. Nor, I think, is there the same danger now as there was in the last war and the early part of this, of scroungers staying behind to feather their own nests.

MR. HILL.—Moreover, when the warriors return, they will find that the leeway to be made up is not so great. Much of the work now being done by local authorities will cease when the war is over, while they will be in at the beginning of the many new tasks of reconstruction.

MR. NORTON.—That is true, and in dealing with those new jobs the men from the Forces may stand in a better position than those who stayed at home. Those who possessed administrative or technical ability should have made progress, acquired experience in controlling men, and gained in self-confidence and initiative—all invaluable to a local government career. There are two sides to the picture, you know, and some of us who stayed at home may find that the returning warriors will outstrip us by reason of the qualities their service and training have developed.

MR. MILES.—May I wind up with a practical suggestion? That each branch should set up a special sub-committee to collect all the necessary evidence, probably from each departmental representative, and to review the whole position at the end of the war. Such a committee might prove very useful.

MR. ALLEN.—In the meantime, "Warrior" will have read of NALGO's wonderful victory in the Bolton case, and he may rest assured that we are giving the same thought to the post-war problem facing Service members as we are to the purely financial side.

For its fourth session this month the "Brains Trust" consists of

- **F. H. HARROD, Director of Education at Coventry, and Chairman of the N.E.C.**
- **H. ALLEN, Senior Clerk, Treasurer's Department, West Riding C.C., and Chairman of the Service Conditions and Organization Committee.**
- **P. H. HARROLD, Town Clerk of Hampstead; Hon. Solicitor for England; and Chairman of the Law and Parliamentary Committee.**
- **Miss I. STANSFIELD, Juvenile Employment Officer, Manchester, and one of the two women members of the N.E.C.**
- **H. NORTON, Assistant Claims Superintendent, Transport Department, Sheffield; Chairman of the Sheffield Branch; and a member of the Yorkshire District Committee.**
- **T. J. METCALFE, Inspector of Weights and Measures, Smethwick; Secretary of the Smethwick branch; and former Secretary of the Brighton branch.**
- **M. J. MILES, Education Department, Coventry; and Editor of "Camera Principis," the Coventry branch magazine.**
- **Miss M. HOWIE, Transport Department, Glasgow, and a member of the Executive Committee of the Glasgow branch; and**
- **L. HILL, General Secretary of NALGO.**

The "Brains Trust" is prepared to answer, to the best of its ability, questions of all kinds dealing with Association policy, plans, organisation, history, and objects. Questions (which may be submitted over a nom-de-plume, but must be accompanied by the name and address of the sender, as a guarantee of good faith) should be sent to the Editor at 27, Abingdon Street, Westminster, London, S.W.1.

Full-Time Branch Officers?

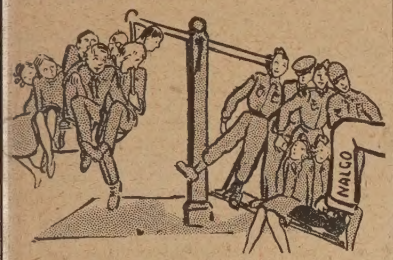
2. Would it not be desirable, in the larger branches, to replace such honorary officers as secretary and treasurer by a full-time welfare and NALGO officer?—*C. P. Walton, Coventry.*

MR. MILES.—An attractive idea—at first sight, anyway. But, on reflection, wouldn't the disadvantages outweigh the advantages? Branch officers usually work in the main council offices, and are thus able to maintain a close personal touch with members and, in consequence, to encourage a lively interest in the Association. I'm afraid that a full-time officer, on the other hand, would tend to become comparatively aloof from the rank and file, and would acquire a vested interest in his appointment rather than a personal interest in his job.

Moreover, only big branches could afford such a "luxury." The officer would need an office and a typist—bringing the minimum cost to about £600 a year—85 per cent of members' subscriptions in Coventry!

MR. ALLEN.—Nevertheless, Miles, a scheme the lines suggested has been favourably nsidered by the N.E.C., through its service nditions committee, and was being deve-ed when war broke out. It is part of our ure policy to provide full-time assistance for ger branches and for groups of contiguous anches, with a tie up by the divisional icer—but of course we can't do this during war.

MR. HARROD.—But we are keeping it very



"N A L G O must see that due weight is given to war service"

uch alive. Only recently, the N.E.C. in-ructed its finance and general purposes com-ittee to report upon the future policy and ganisation of the association, with particular ference to the relations between branches and eadquarters.

MR. HILL.—I think the time is rapidly ap-roaching when the bigger branches *should* be rved by a full-time officer, employed by A L G O as part of the divisional staff.

MR. NORTON.—I agree on the urgent need r a full-time organising assistant in every big wn, to take some of the work off the shoul-ers of the branch officers, and at the same me to take under his wing some of the smaller anches in the neighbourhood. Honorary fficers in big branches simply can't deal as oroughly as they should with the small rievances of individuals—their hands are full ith major staff problems. I have felt for a ng time that this is N A L G O's greatest ortcoming. If an individual is in difficulty ith his superiors, he doesn't get the same rompt and thorough attention as is given by me other trade unions. It isn't the branch fficer's fault—he has his own job to do, and an't give all his time to N A L G O.

At the same time, I would resist any attempt *subordinate* branch officers and branch xecutives to a full-time officer—first because would take effective control of branch policy ut of the hands of the elected representatives nd therefore out of the hands of the embers, and second, because I believe at, broadly speaking, the bigger local autho-ities are more disposed to listen to members f their own staff, elected by their colleagues, han to a full-time officer they would regard as n interloper.

MR. METCALFE.—I disagree with all of you xcept Miles. In my experience, the honorary fficers enjoy their work, and I am sure that he cohesion and enthusiasm evident in many anches emanate from the spirit of voluntary ervice and the respect which that service ommands. Like many other branch secre-aries, there have been times when I have earned for the status of a non-employee so hat I could tell some offensive member of a ouncil just what I thought about him. But doubt whether the gratification of that urge would have been in the best interests of N A L G O!

I don't think paid branch officers would veld the fabric of the edifice of Whitleyism, or I am convinced that service conditions nd salaries—the main concerns of the Asso-iation—will be negotiated to an increasing xtent by national and provincial bodies. ocal affairs are best left in the hands of onorary officers and enthusiastic executive committees, with the regional officers bringing to major problems their wider experience.

By all means let us increase our regional and headquarters staffs as soon as practicable. The present machine is sound in conception—it only wants more oil. It was one of the disasters of this year's Conference that increased subscriptions were vetoed. The work done throughout the country by our paid officers, particularly since the outbreak of war, has been of a remarkably high standard. They deserve more assistance and better pay.

MR. HARROLD.—I agree with those who want to see paid officers in the bigger branches and the only problem, to my mind, is cost. At present, only those branches could do it which are prepared to find the necessary funds, for present subscription income would not—as Miles pointed out at the beginning of the discussion—cover the cost, nor do I think that the increased subscriptions, which failed to get through Conference this year would cover it. Having to cut our coat according to our cloth, it is obvious that we shall have to consider very seriously the expense of buying more cloth in the near future, to enable us to deal with this and many other vital questions.

MR. ALLEN.—The moment seems to be ripe for adding a bit of propaganda for next Conference, in the hope that it may bear fruit. We can't develop our organisation department at headquarters and in the districts, nor in the branches, without funds. Present subscriptions will have to be materially increased before we can put into operation Mr. Walton's excellent suggestion.

MR. NORTON.—I don't quite understand the reference in the question to "welfare" officers. Surely, in time, municipal authorities will become as progressive as factory owners, and appoint and pay welfare officers—but I hardly regard it as N A L G O's job to do it.

MR. MILES.—Hear, hear! The appointment by *local authorities* of welfare officers is overdue, at least in the bigger authorities. A welfare officer, ranking with, and independent of, other chief officers could do much useful work. He could, in some cases, act as an intermediary between council and staff, although I don't suggest that he should supersede the joint committees. He might keep a watchful eye on vacancies, appointments and promotions; indeed, I suggest that he should be the Appointments Officer, and all vacancies should

"Having to cut our coat according to our cloth"

be notified to him. Incidentally, this might meet the problem raised by "Warrior" in the previous question.

What is Whitleyism?

3. I am constantly hearing talk of Whitleyism, but—excuse my ignorance!—I really don't understand what it means. Will the Brains Trust explain it, simply?—*Miss S. Heise, Brighton.*

MR. ALLEN.—My answer would be that Whitleyism represents a mutual agreement between organised employers and employed to secure collective bargaining, the avoidance of trade disputes, and a better relationship between the wage payer and the wage earner.

This form of negotiating machinery was introduced in the last war by Mr. J. H. Whitley, then Speaker of the House of Commons, as a contribution towards the prevention of disputes. It takes the form of a Joint Council (Whitley Council) consisting of one half representing the employers and the other half the employees. In the local government service, this has been the policy of N A L G O in its relationship with local authorities for many years. Its structure includes the local joint committee, which is a small Whitley Council on which the members of the local authority and of its staff are equally represented. Then there are Provincial Whitley Councils, consisting of representatives of the local authorities within the area on the one hand, and of the associations of employees—mainly N A L G O—on the other. Finally, to complete the story, each provincial joint council

"A gentleman's agreement"

elects certain of its number from each panel—i.e., employers and employed—to a National Joint Council. There are now 15 provincial joint councils covering the whole of England and Wales and a separate National Council for Scotland.

Each provincial council considers scales of salaries, service conditions, and other matters of mutual concern to local authorities and their staffs, recommending the adoption of its decisions to all local authorities in its area, while the National Joint Council deals with matters referred to it by the various provincial councils. An outstanding decision made by the provincial councils soon after war was declared was that the question of cost-of-living bonus should be dealt with as a national problem and form the subject of a national award. This was the first national award in the history of the local government service.

MR. HILL.—To that excellent summary of the machinery I would add only one point. The decisions reached by a Whitley Council, local, provincial, or national, are not legally binding upon either the employers or the staffs involved. They are, in short, "gentlemen's agreements" which each side, having agreed to this form of negotiation, is expected, but is not bound, to honour.

MR. HARROLD.—And, as we know, Whitley Council decisions are not always honoured. The Conditions of Employment and National Arbitration Order, 1940, made the decisions of Whitley councils compulsory under certain conditions—but, unfortunately, those conditions do not apply to our own Whitley councils as at present constituted. The only way in which we could get a Whitley council award made compulsory would be to declare a dispute before the National Arbitration Tribunal and to persuade that Tribunal to endorse the award. It could, of course, reject our claim or give a different award.

It should also be emphasised that for a Whitley council to reach agreement on any question there must be a majority in favour on *each* side. There would, for example, be no agreement if the whole of the employers' side and two or three members of the staff side favoured a particular policy—or vice versa. There has to be a favourable majority of both employers' representatives and staff representatives.

EGYPTIAN LOCAL GOVERNMENT

presents unexpected difficulties to the student, according to L/Cpl. RAYMOND KNOWLES, R.T.R., formerly of Hornsey, now with the 8th Army, who has tried . . .

DURING all the countless days that Rommel and his Afrika Corps had kept me smouldering in the blistering heat of the Libyan Desert, I had thought little about local government except when a stray copy of LOCAL GOVERNMENT SERVICE or the "Municipal Journal" penetrated to my desert encampment, or when the branch reminded me of overdue Association subscriptions. Mostly, of course, a grim, absorbing present tended to eclipse the past and the future.

But when it came my turn to catch the leave train at Mersa Matruh and shake the dust and sand of the desert from my body for a precious five days of pseudo-civilisation in Cairo, an awakening conscience assailed me. Though, it reminded me, I had been in a strange country for several months, never had it entered my head that the system of local government there might interest my professional mind. As the train wound its way along the track that seemed strangely naked and unprotected in the vast space of the dirty-yellow desert, I began to wonder about Egypt. Clearly, the country must have special administrative problems—irrigation and the conservation of the Nile would be tremendous undertakings; the remarkably cosmopolitan population implied a complex legal code; delicate considerations of religion, race, and superstition might colour the most ordinary administrative matters.

Thus it was that, on my last day in the capital, bronzed as only the desert sun can bronze one, and clean in my repeatedly dhobied khaki drill, I set out to probe the mysteries of Egyptian local government. I determined to go to the Cairo Council House, hoping that I should not meet an immediate set-back by encountering an exclusively Arabic-speaking official; the only Arabic word I knew was "baksheesh," and that was the prerogative of the myriad native youngsters who cling so persistently to one's heels.

But a soldier in Cairo cannot progress far without distraction. A woman of the streets sidled up to me, her eyes eloquent advertisement of her trade; a filthy boot-black pestered me, gesticulating wildly with his wretched little box of brush and blacking; and a furtive individual whispered something about pretty pictures, and held back the corner of an envelope revealingly.

Then a guide, a police drago-man, and therefore one to be trusted, bade me a polite good-morning. I was foolishly unthinking enough to acknowledge his greeting, and that started my decline. He followed me in a manner that presumes long acquaintance, loquacious of the attractiveness of a trip to the Sphinx, the Giza Pyramids, the Blue Mosque, the bazaars, the Museum of Hygiene, the Citadel, and Old Cairo.

"I've seen them all!" I declared emphatically.

"The Zoo?" he suggested.

"Been there," I answered shortly.

"The Nile would be lovely on a day like this——"

There was little doubt it would, but I was intent on Egyptian local government, though patently I couldn't explain that.

"But, George——" imploringly.

Exasperated, I fled into the open doorway of a cabaret, one of the many that do little to improve the amenities of Emad el Dine.

I sat down at a table, and a waiter came up.

"Beer," I demanded.

Before the beer arrived, one of the dance-hostesses drifted towards me, cheap perfume struggling vainly against garlic. She drew up a chair for herself very close to me and laid her hand on my knee; she wriggled her supple shapeliness and her eyes performed acrobatic gyrations, all evidently the overture to more serious business, for presently she leaned forward and clung to me tightly, passionately, I imagined, her arm around my neck. I sighed, and brought her a drink. The little red counter that the waiter gave her she flicked cleverly into

"Oh, darling, I feel as if I'm walking on air"

(A cartoon sent by airgraph by Jack Carver, of Walsall, now with the R.A.F. in India)

the folds of the dress that hung generously from her neck.

I drank my beer in one draught.

"Another drink, Johnny?"

"No," I said, and made to go.

She hung on my arm, exerting the remnants of a feminine charm to detain me; once she may have been beautiful, but it must have been when the Pharaohs and Ptolomies were great. Besides, I wanted to know something about Egyptian local government.

I left the cabaret.

. . . And ran full into the arms of a boot-black, a vendor of sun-glasses, a man who wanted urgently to sketch me, and another guide.

The quartet followed me, each garrulously persuasive. I understood why the military police saw to it that troops do not carry arms through Cairo streets. My followers were joined by others. Soon I was conscious of a whole procession of riff-raff of the streets following close on my heels . . .

The opening of a cinema appeared before me; and as a fugitive gaining the sanctuary of a monastery, I fled inside. Hedy Lamarr, gazing amorously from the screen, did little to comfort me; but at least here I was unmolested and it was quiet and cool.

When I emerged, the streets were dark in Cairo's semi-blackout; pedestrians were barely visible in the blue glimmer of the street lamps. I cast anxious glances over my shoulder, but I was not followed.

Stealthily I slipped into a book-shop.

"I want a book on Egyptian local government."

The girl, who was at first so anxious to help, looked dumb, then disconcertingly hostile. She disappeared and returned with a large, equally dumb-looking man, evidently the proprietor. He eyed me suspiciously.

"I only wanted——"

"No!" He shook his head vigorously.

Perhaps for a moment I hesitated, half-inclined to repeat my request. Then the man's attitude of suspicion changed visibly to one of manifest aggression.

I shrugged my shoulders.

Dejectedly I went home and got into bed.

But one day I *will* learn something about Egyptian local government.

Give the Casualty Service a Real Job!

urges ONLOOKER, who suggests that, instead of "kicking their heels" during raidless periods, the members of this service could do much to improve the nation's health.

WE have today a civil defence casualty service set up to deal solely with air-raid casualties. Since May 1941, with some notable exceptions, the country has been comparatively raid-free, with the result that the personnel of this service have been kicking their heels, the most important part of their work consisting of the filling in of forms. They have, of course, kept in training by attending lectures, practices, and exercises, and have kept their organisation and equipment in good order. But that is not a full-time job.

On the other hand, we see public health departments trying to cope with much additional work with peacetime, or even reduced, staffs; out-patient departments of hospitals totally inadequate for the needs of the population; school nurses using the Scabies Order to combat an alarming increase in verminous conditions and consequent skin affections; not to mention the increase in tuberculosis and venereal disease which has recently hit the headlines.

Much of this could have been avoided—and would have been, had the air-raid casualty service been made part of the public health and hospital services. The staffs of these services would then have been increased by all those engaged for air-raid work and both they and their first-aid posts and cleansing centres could have been used to supplement normal public health services on the understanding that they would at once go over to civil defence in the event of a raid.

While it is not now possible to put such a scheme into operation, more co-operation could be achieved for the good of the community. The first-aid posts could be used as minor ailment clinics for adults (on the lines of the school minor ailment clinics) under the direction of a trained nurse with a number of partially trained assistants. This would relieve the out-patient departments of hospitals and even doctors' surgeries. Since most part-time workers serve in the evenings, the clinics could be open at that time—which would be more convenient for war workers needing minor dressings or advice.

The public cleansing centres could be used for scabies treatment and for providing shower baths for those living in difficult housing conditions. In view of the growing numbers unable to get frequent baths, and of the spread of scabies and the danger of typhus, it would be good policy on the part of local authorities to offer free showers to all needing them.

Apart from the more obvious advantages of such arrangements, the staffs of the first-aid posts and cleansing centres would get greater satisfaction from doing a real job of work than from merely standing by—and they would gain some practical experience, a thousand times more valuable than the most realistic practice. Also, the public would become more familiar with the position of first-aid posts and cleansing centres. Today, a person injured in a raid instinctively drifts to the hospital in which he has confidence, rather than to a first-aid post which has never been tested.

Many similar schemes could be suggested—such as stretcher work at hospitals by first-aid parties—and will occur to members acquainted with public health.

Needless to say, Col. (and Lady) Blimp can be relied upon to offer the usual objections: "The financial arrangements would be impossible"; "This section or that of the nursing service will not co-operate." But, surely, such arguments fall flat beside the overwhelming need of the community.

WOMEN CAN WIN THEIR DEMANDS

But they must first remedy their own shortcomings, declares Miss G. S. MITCHELL, of the Sheffield branch, in this frank and provocative article.

MOST women in local government want better salaries for the jobs now open them, and a chance of promotion to better os in the future. Above all, they want the lue and importance of their work to be cognised.

How are we to achieve these objects? rst, I think—on the principle of removing e mote from our own eyes before attacking e beam in our neighbours'—we must medy our own errors and shortcomings.

We must avoid the personal viewpoint so tally loved by the feminine mind, learning work for the work's sake and not for any ve or hate of the man or woman we work ith or for.

We must stop behaving during working ours as individuals, governed by individual oods, and must learn to work as parts of a hole, cogs in a machine, all intent on per- rming the same task. We must learn to o-operate, to stick together, holding one nother up, not knocking one another down. 'e've seen the men unite often enough.

We must learn to concentrate on the job in and. Most women have many more chores " to perform than men and are apt o be reckoning up how to get through them hilst engaged on other work. We must stop at—both jobs suffer (and, between ourselves, ou will enjoy thinking about that new hat r hair style much more when your work is one.)

Women, I believe, have just as much ability s men—but unlike men, many fail to make he best of their brains. We must not be entally lazy, but must use our own brains o do our work, not the brains of our uperiors or colleagues, men or women. The eward for this will be a better brain and a nore interesting life.

Lastly, if we want equality, we must not ask or, nor accept, privileges. Women who think hey are in the service for a few years only, nust nevertheless make it a real part of their ves for the time being. By so doing they will oth enjoy the present more themselves, and ssist in making the service a career for those who will remain.

Most of these do's or don'ts apply to men oo—but in business, at least, men usually lay their hand better and less often put themselves in a false position. There is some- hing respectable about a cricket conversation which will never appertain to one about hats!

If we do all these things, what have we a right to expect and to demand?

That we shall be regarded as equal partners, valued for our work and the quality of our work, without regard to our sex.

That, whatever the job we do, our contribution shall be accepted seriously and not slightingly ignored or over-flatteringly praised.

That we shall be allowed to speak for ourselves, to dig ourselves into our job, to find our own way of tackling it, and to have the opportunity to use our initiative and ability.

That those of us whose final career is marriage and motherhood shall be able to spend our years in the service usefully and with adequate remuneration and good conditions, and that those to whom the service is a career shall have equality of opportunity with our men colleagues.

May I put a final point to my men colleagues? To obtain these conditions, women must work and fight for them, but men also must help them. To my men colleagues I say: We have helped you in your fights in the past and will do so again—won't you do the same for us? Take our demands seriously, be honest with us when we present them. Your politeness alone will not help us—and when, as at Conference, you are so very polite, we cannot believe in your sincerity. Be honest with us and ask yourselves if you are always just. We both have parts to play in the future of the service and we should play them in harmony.

Women's Compensation Claim

WOMEN members interested in the claim for equal compensation for war injury will be glad to know that, although the Minister of Pensions has so far remained adamant, the Women's Publicity Planning Association is pressing the demand vigorously, and has arranged a rally at Caxton Hall, Westminster, on Saturday, December 19, at 3 p.m., "to determine upon militant action." Further information from the secretary of the association at 14, Dartmouth Street, S.W.1.

A "TEMPORARY" HITS BACK

The letter from W. C. Kay in last month's journal, stressing the value of the permanent as against the temporary officer, and declaring that "there is no parallel between commercial life and local government" has roused some of our temporary members to fury. With the idea that it is good "to see ourels as ithers see us," we publish one of the contributions received. Since, however, we have no wish to embarrass the Ministry of Supply with unwonted demands for tar and feathers, we refrain from disclosing the identity of the writer.

MR. KAY has made clear the attitude of the permanent officer to the temporary. May I try to tell him what a former commercial clerk now in local government thinks about his permanent colleagues and the service generally?

How do councillors and senior officers look upon the temporary clerk? Does NALGO treat him as an equal with the permanent member? What do his permanent colleagues think of him?

While all temporary clerks would not give the same answers to these questions, I think, broadly speaking, that we all *feel* that we are "only temporary." Take, for example, the method of granting increments. There is no grading, no regular annual increment, no staff committee to deliberate upon us. NALGO has no interest in our salaries. Our permanent colleagues may be the grandest fellows with whom one would wish to work—but we always have that underground feeling of inferiority created by the fact that we are "only temporary."

How does local government compare with commercial employment? Few commercial clerks can work to the clock. Work has to be done expeditiously and efficiently—and nothing must ever be left to to-morrow which can be done to-day. Clients and customers are more critical and difficult to please than are "members of the public"—who frequently have to be content with a circular letter or a postcard stating that "the matter will receive attention."

The commercial clerk must always remember that his job depends upon satisfied clients, as well as a satisfied principal, who cannot, and will not, carry passengers on his staff.

Further, the commercial clerk's knowledge must be far more extensive than that of the "departmentalised" local government officer.

To me, local government work appears stereotyped, unimaginative, too formal, too departmentalised. I once heard it described as "soul destroying." There appears to be no incentive to work harder. So long as the job in hand is done, why improve upon it? After all, so long as the permanent officer gets a satisfactory report from his chief, he is sure of his annual increment, and, so far as I can see, nothing short of a criminal offence will get him the sack.

Since we must all work in harmony to-day, I hope that nothing I have said will arouse contentious reactions. On the contrary, I want to see a better understanding between "permanent" and "temporary." If I were asked whether, after 23 years of commercial experience, I would, if given the chance, remain in local government after the war, I would answer: "Certainly, if I can become a permanent officer. My reasons would be (1) better salaries; (2) superannuation; (3) security of employment; (4) protection of a trade union; and (5) less responsibility and easier work.

After all, I am only human.

C. P.

These are serious and common—charges against the service. Now what have the "permanents" got to say?

RUSSIAN OFFICERS' CODE OF CONDUCT

THE need for all officers having any contact with the public to be always courteous and helpful, to avoid "red-tape," and to explain the reasons for their decisions and actions, has long been a cardinal point in NALGO's public relations policy, and is enshrined in the Association's Code of Conduct. It is interesting, therefore, to find Russia taking the same line. And, since we can none of us claim perfection, it might be salutary to read the advice given to public servants by the Russian Press recently.

"Attention and courtesy are especially required of workers in the Soviet State apparatus," it wrote. "The word 'apparatus' must not mislead anyone. The 'apparatus' is no machine; it consists of people, workers to whom the Soviet State has entrusted a most important task—that of caring for the people, for their needs, their health, and welfare.

"Consideration for the individual is the very foundation of Soviet Power. A humane attitude is indispensable in a Soviet official. The official who introduces into the State 'apparatus' any mechanical features, hard-heartedness, or soullessness of an automaton, distorts the very substance of the Soviet Order, of Soviet morale . . .

"A considerate and attentive attitude towards individuals must be the universal, sacred rule for every Soviet official. Rudeness to citizens is intolerable . . .

"Only people . . . who desire to help everyone in sorrow and in trouble . . . can be allowed to work in the institutions which are called upon to serve the people.

"Where the head of an institution fences himself off from the people with walls of secretaries, where the reception-room becomes a bureaucratic pillbox, official regulations become a breeding-ground of disappointment, insult and dissatisfaction among the people . . .

"All bureaucrats, great and small, all rude persons and swollen-headed functionaries who imagine that the people exist for them, and not they for the people, must be punished relentlessly.

"Careful consideration of all complaints, personal contact with the people, widespread explanatory work on all questions touching the people's needs—these must become a major task for the Party and Soviet organisations . . ."

IN the days (may they come sooner than we dare to hope) when men are wise and therefore good, the historians among them, groping patiently backwards in an effort to understand our way of life, will stumble uncertainly among its many contradictions. Our kindliness and cruelty, our wisdom and stupidity, our persistent vision and pathetic blindness, the splendour of our intentions and the rags of our achievements, will harass and bewilder them. "By Radium and Ether!"—or whatever gods they serve—they will swear, "Was there naught permanent, naught immutable, no common denominator, no yardstick by which to measure that chameleon age." Desperately they will search for something—anything—which endured more than a paltry hundred years or so.

So far as I can judge, the only features of modern civilisation with any prospect of relative immortality are Christmas pantomimes and comic picture postcards. Their persistent popularity in a world of changing fads and fancies must have some deep significance as a symptom of our age, if only we had the wit to understand. Which is the more important would be hard to say, but should both in the fullness of time pass into memory, the pantomime—because it has been more often described and analysed by contemporary writers—is the more likely to engage the attention of our hypothetical historians in their industrious research. The literature of the comic postcard has been shamefully neglected.

All of which serves to introduce the Much Cowslip N A L G O Pantomime, the first performance of which packed the Parish Hall last Saturday night. Intended to elevate as well as to amuse, it was devised, produced, and played entirely by ourselves and—since Miss Legge, however willing, could not look like a chorus of sixteen maidens—our respective wives, prospective wives, and (in the case of very junior members) prospective prospects. Only those who know what endless dusty drudgery, what soulless repetition, and what ill-tempered bickering precede any entertainment so ambitious, can understand with what relief and pride the Clerk and I, fearsome in grease-paint which in such a small hall made us look like Toytown soldiers even from the back (or courting) row, peered from behind the improvised curtains at the crowded hall, a kind of layer cake of our society.

The front rows (padded chairs, ample knee-room) contained the Everard Uppes, our local squirearchy; the FitzGallops, who have been landowners since the first Miss FitzGallop, a tightlaced but not straitlaced ballet dancer, taught King Charles some new steps; the Standbadlys, all of whom write indifferent poetry superbly often; the vicar—never quite sure whether to smile broadmindedly or disapprove professionally; the doctor—to whom nearly everyone present was a recollected night call; the lawyer, a thin and secret man who viewed us all sardonically; the bank manager, whose well-known habit of treating his least fortunate customers with the maximum of courtesy made even his ordinary greetings embarrassing to one's reputation; and, finally, well away from the Everard Uppes, the Spinks—who had become landowners by the base expedient of buying land and would take at least two centuries to live it down. The quality of these aristocratic rows was evidenced by their dress shirts, which, viewed from behind the footlights, looked much more like penguins than even penguins can.

The centre or body of the hall was filled by a dense (in the politer sense) mass of tradespeople, artisans, and farmers, the so-called middle-class. Among them, rather presumptuously I thought, were seated the few local government officers not needed in the cast. By some mischance, a couple of Civil Servants (capitals, please) had been allotted seats with these officers, and mighty civil they proved to be until a chance remark disclosed the occupation of their neighbours. Then they relapsed into dignified silence, and later slipped unobtrusively into seats farther forward.

The rear (wooden benches, no knee-room at all) contained the ordinary mob—bucolic farm youths with few illusions, domestic servants with none at all, the old and therefore poor, munition workers from Buttercup Magna with a fur coat here and there, and Councillor McIsaacs, who cared for none of these things, but thought threepence enough to pay for any entertainment.

The conductor of our orchestra was alone worth the admission. To see him conducting earnestly to Miss Legge's rather knobbly spine as she played her piano solo was inspiring, while his readiness to accelerate or slow his tempo in pace with the orchestra's changing moods was an object lesson in co-operation. As always, however, the show was the thing; and what a show it was!

"The entry of the villains"

"Babes in the Wood" was the title, and, unlike most pantomime titles, bore some relation to the theme, which dealt with the adventures of two courageous though bewildered local government officers attempting to find their way through a thicket of obstruction to a brave new world. Scene One opened with Blatherpatch and Postlebury—both, be it admitted, looking rather elephantine in lace collars and blue velvet shorts—asleep beneath a large property tree. After a chorus, dressed as cowboys, had for no apparent reason sung "*I got spurs that jingle-jangle-jingle*" and retired, Mrs. Jackass fluttered gaily on, looking very fetching in pre-war beach pyjamas and wearing an old pair of water-wings to simulate a bird in flight. She covered the two sleeping beauties with a shower of Government circulars, and I noticed that, though the stentorian jangles of the chorus had failed to rouse him, my wife's beach pyjamas brought Blatherpatch's eyelids well ajar. He has a roving eye.

After she had fluttered off, the pseudo-sleepers awoke, rapidly counted the circulars so that Postlebury could say "*Free fahsand free 'undred and firty-free, and all fick uns,*" and sang an original ditty: "*We're local government officers, Just going for a coffee, sirs.*" After a neat step dance they retired, the exit line spoken by Blatherpatch being: "*It seems a bit too dopey 'ere. Let's push on to Utopia.*" The curtain fell (literally—the curtain pole gave way) and the audience applauded rapturously.

The Second Scene opened with a clog dance by the Clerk—a totally unexpected contribution and quite the hit of the evening—after which the chorus sang "*Deep in the heart of Texas,*" with band barrage, and trotted off so that the Babes could be depicted deep in the heart of the forest. Huge trees labelled "Selfishness," "Distrust of Bureaucracy," "Vested Interest," and "Public Apathy" barred their way, but taps of their little silver axes, "Enlightenment," and "Commonweal," brought them crashing down with incredible ease. The moral was rather spoilt because "Vested Interest" knocked Postlebury flat, but the audience enjoyed it all the more. Blatherpatch and his battered companion sang "*Trees*" in a throaty baritone and tremulous tenor respectively and retired to a thunder of applause. Blatherpatch wisely omitted the closing couplet ("*Thus easily are giants overthrown; We travel on unharmed, untouched, alone*") in view of Postlebury's obvious black eye.

Scene Three brought the entry of the villains—myself and the Clerk. I wore a sash lettered "Post-War Retrenchment," while he, in rather dusty dress clothes and a dented top hat, represented our idea of a Regional Commissioner. Naturally, I carried an axe, while he waved a bundle of statutory rules and orders, muttering "*At last—at last—they are in my powah!*" After a pause while Miss Lottie Pottle (Blatherpatch's intended) sang "*My Hero*"—assisted so zealously by the chorus that she went blue in the face trying to outdo

(Continued on next page, foot of column one.)

AT RANDOM, By "Hyperion"

This Month's Great Thought

If Moses had been a committee, the Israelites would still be in Egypt.—J. B. Hughes.

* * *

These Blue-pencil Initials

"I can't speak for the OPC," said Mr. Harold L. Ickes in answer to a question about it at a Washington Press conference. When the Press exclaimed in wonder, Mr. Ickes thought again: "I'm all balled up with these initials—I didn't recognize my own child." He is head of the Office of Petroleum Co-ordination.

* * *

Who Is He?

Overheard description of one of his Majesty's Ministers: "He is like a very loud dinner-gong, but there is never any dinner."

* * *

Saboteuse?

Dorothy Lamour, the film star, went to the Glen Martin 'plane factory in Baltimore to make a defence programme speech; but the officials refused to let her walk through the factory.

"When a pretty woman walks through the factory it costs us 1,000 man-hours of labour," they said.—*Evening News.*

* * *

Most Heartening News of the Month

Dealing with the achievements of Italian troops on all fronts, the Duce said: "I have supreme certitude that to-morrow everywhere you will do the same as to-day."—*Washington Paper.*

* * *

Are You a Doer?

"What was your job in that office?"

"I was the doer, sir."

"The doer?"

"Yes, sir. When the boss told the secretary to do something, she told the bookkeeper, the bookkeeper told the clerk, and the clerk told me. I hadn't nobody to tell it to, so I done it. I was the doer, sir."

Much Cowslip Pantomime

(Continued from preceding page)

them—the Clerk and I appeared to remember suddenly why we were there and rushed at the Babes making blood-curdling noises. Just at the critical moment, Miss Legge (temporarily released from duty at the piano) rode in from the wings on Gollop's pony—brown by nature, but whitewashed by permission—and, looking very regal indeed, declaimed:

"Behold in me the Princess Nalgo
"Into my dungeons both these villains shall go."

A file of divisional secretaries in shining armour rushed on and dragged the Clerk and your humble servant away, while Miss Legge pronounced the closing verse:

"Behold Utopia, that promised land
"Where all mankind shall be one happy band,
"To which, if we have wit to understand,
"These two small babes shall lead us by the hand."

. . . . . .

It was indeed a grand show. Farmer Gollop, waiting at the stage door for his pony, said it beat Barnum's. He had only one complaint—"them long names" we put on trees and things. Nobody, he said, could understand them. He "didn't hold wi' furrin names." After all, he summed up, "a tree's a tree an' a haxe is a haxe—you might as well 'a left it at that."

Perhaps he's right.

Raised Eyebrows Department

Headline in the Columbus (Ohio) Citizen.

CO-EDS DOFF SLACKS—PROFS HAPPY

* * *

Perish the Thought!

At a meeting of the Sheffield city council, an alderman said:

"Beer is the only commodity in this country that has not been rationed."

"If they ration it," said a councillor, "there will be a revolution."

Walpurgis Night, 1943

The Councils' Cry to Whitehall

"Give us the staff and we'll finish your jobs."

* * *

New Use for Salvage

Please do not destroy this paper because it is needed in Canada's effort to win the war.

Save your old newspapers and when you have a bundle of approximately 75 pounds notify the Salvage Committee, BElair 2545, and apply to your face and neck.—*Montreal Daily Star.*

This is such a confusing war!

* * *

Brevities

He lacks not initiative, but finishiative.

She knows how to give a man her own way.

It isn't so hard to live on a small salary if you don't spend too much money in trying to keep it a secret.

* * *

Fuel-Saving Flash

If you knock off the tops of all your electric light bulbs and use them as drinking glasses, you will not be able to switch on any lights.

* * *

The Virtuous Citizen

Clean your Pavement
Curb your dog.
—*Sign on street corners*

I've cleaned my pavement and curbed my dog
And pride in my city waxes;
The streets with my car I never clog,
Please, may I pay my taxes?

* * *

Shakespeare in 1942

(1) THE CARELESS FIREGUARD—"Thou hast wore out thy pump."—*Romeo and Juliet*

(2) THE TORCH-USER—"The battery once again."—*Henry V*

(3) THE BOMB-CRATER—"O pardon me, thou bleeding piece of earth."—*Julius Caesar*

* * *

Or Their Chief Officers

Before God and before the law all men are held to be equal. They are never held to be equal before the knowledgeable works foreman or the eyes of their separate wives. They are never held to be equal before the judging minds of their fellow-craftsmen.—*Truth.*

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Military

Bennett, H., Worthing (in India)
Blackwell, G. R., R.E., engineering assistant, Maidstone (in Middle East).
Bradshaw, Sgt.-Obs. J. A., R.A.F., 29, accountant's dept., Coalville (in Middle East).
Burden, R.Q.M.S. A. J. M.B.E., Dorset Reg., medical dept., Dorset C.C. (died on service).
Conington, Lt.-Paymaster J. H., R.N.V.R., treasurer's dept., Slough.
Frank, W. R., R.A.F., Harrogate.
Frearson, Sgt.-Pilot T., R.A.F., 21, treasurer's dept., Accrington.
Henniberry, Sgt. T. A. S., Dorset Regt., medical dept., Dorset C.C. (died on service).
Howe, P/O S. G., R.N., baths superintendent, Folkestone.
James, Sgt.-Pilot D. S., R.A.F., clerk's dept., Uxbridge.
Jeffery, Lt. G. W., R.N.R., health dept., Newcastle-upon-Tyne.
Kerry, R. W., R.A.F., Ipswich (in Middle East).
Ling, Sgt.-Obs. J., R.A.F., surveyor's dept., Kendal.
Nicholas, Sgt.-Obs. A., R.A.F., 19, clerk's dept., Godstone R.D. (on his first flight over Germany).
Palandri, Sgt.-Pilot S. J., R.A.F., education dept., Kent C.C.
Parish, Sgt.-Obs. G. L., R.A.F., librarian, Lytham St. Annes (in Africa).
Parmenter, Sgt. WO/AG. J. R. R.A.F. 20, clerk's dept., Brentwood (in India).
Randall, P/O F., R.A.F., treasurer's dept., Guildford.
Ridley, R. A., Merchant Navy, health dept., Newcastle-upon-Tyne.
Sallis, Sgt.-Obs. A. C., R.A.F., P.A. dept., Dorset C.C.
Sandlin, Sgt.-Pilot D. J., R.A.F., surveyor's dept., Cheshire.
Smith, Ldg.-Seaman H. L., R.N., 27, engineer's dept., Lambeth (on convoy to Russia).
Speechley, Capt. J. R., R.A., surveyor's dept., Cheshire.
Still, Flt.-Sgt. J., R.A.F., P.A. dept., Newcastle-upon-Tyne.

MISSING

Bowering, Flt.-Sgt. N. E., R.A.F., Romford (after crash over Holland) (see Awards)
Bridges, Sgt.-Gnr. L. S., R.A.F., clerk's dept., Gloucestershire (after operational flight).
Brown, Sqdn.-Ldr. D. J., R.A.F., Gloucestershire (at sea after service in Malta and Middle East).
Busby, P/O F. R., R.A.F., highways divisional surveyor's clerk, Gloucestershire.
Carter, P/O T. M., R.A.F., weights and measures dept., Sunderland.
Challoner, Gnr. D., R.A., treasurer's dept., Blackpool (in Far East).
Dolman, A/C J. H., R.A.F., treasurer's dept., Bedfordshire (in Singapore).
Embley, L/Bdr. N. P., R.A., treasurer's dept., Lytham St. Annes.
Forster, Sgt. WO/AG. R., R.A.F., treasurer's dept., Sunderland.
Hallworth, Bdr. L., R.A., treasurer's dept., Blackpool (in Far East).
Harding, Sgt.-Obs. L., R.A.F., P.A. dept., Blackpool (presumed killed).
Hurstfield, L/Sgt. L. A., R.A., treasurer's dept., Blackpool (in Far East).
Jessup, Gnr. R. H., R.A., education dept., Kent C.C. (in Middle East).
Merralls, Sgt.-Pilot P. E., D.F.M., R.A.F., licences dept., Kent C.C. (after over 50 flights over enemy country).
Newman, Gnr. J. E., R.A., electricity dept., Blackpool (in Far East).
Parry, Sgn. C. J., R.C.S., education dept., Middlesex (believed prisoner).
Potts, Sgt. WO/AG. A., R.A.F., education finance dept., Sunderland.
Ramage, P/O N., R.A.F., clerk's dept., Isle of Wight (in Middle East).
Sharp, Sgt.-Obs. J., R.A.F., surveyor's dept., Cheshire.
Stevenson, Sgt.-Pilot R., R.A.F., treasurer's dept., Ilford (after air combat over Malta).
Thomas, Flt.-Lt. C., D.F.C., R.A.F., education dept., Blackpool (see Awards).
Todd, Flt.-Mech. R., R.A.F., treasurer's dept., Newcastle-upon-Tyne.
Tucker, L., Beckenham (presumed killed at sea).
Worrall, WO/AG. J. T., R.A.F., roads dept., Kent C.C. (in Middle East).

PRISONERS OF WAR

Amphlett, Pte. J. E., D.L.I., electricity dept., Cannock (in Italy).
Barnes, Sgt. H. E., R.A., clerk's dept., Blackpool (in Far East).
***Boulden, Sgt. R. T.,** R.A., buildings dept., Kent C.C.
Davison, L/Bdr. A., R.A., education dept., Newcastle-upon-Tyne.
Day, Gnr. J. H. R., treasurer's dept., Ipswich (in Italy).
Entwistle, Bdr. T., R.A., treasurer's dept., Blackpool (in Far East).
Fielding, L/Sgt. A., R.A., clerk's dept., Blackpool (in Far East).
Hall, Gnr. E. G., health dept., Ipswich (in Italy).
***Hancock, Sgt. A/G. H. W.,** R.A.F., relieving officer's clerk, Hemel Hempstead.
***Hannah, P/O. N.,** R.A.F., electricity dept., Glasgow (in Germany).
Hart, Pte. W. A., R.A.S.C., weights and measures dept., Bolton (in Italy).
***Hatch, Sgt. B. K.,** R.A.F., accountant's dept., N.W. Midlands J.E.A. (in Italy).
Hughes, Dvr. G. H., Somerset (in Italy).
Innes, Cpl. A. C., health dept., Ipswich (in Italy).
James, Tpr. R. F., R.A.C., clerk's dept., Dorset C.C. (in Libya).
Lamb, L/Bdr. A., R.A., treasurer's dept., Blackpool (in Far East).
Lomax, Sig. T. W., R.C.S., health dept., Blackpool (in Italy).
McPherson, Dvr. D., R.E., P.A. dept., Newcastle-upon-Tyne.
Murrell, Gnr. R. J. L., treasurer's dept., Ipswich (in Italy).
Ogden, Gnr. E. R., R.A., surveyor's dept., Lytham St. Annes (in Libya).
Pair, Sgt. R., R.A., clerk's dept., Blackpool (in Far East).
***Rendell, J. L.,** R.C.S., local taxation dept., Bristol (in Malaya).
Samuel, W. F., Essex C.C.
Thorpe, Gnr. C. G., treasurer's dept., Ipswich (in Italy).
Tindle, Sgt. R., R.E., P.A. dept., Newcastle-upon-Tyne.
Yates, Sgt. A., R.A.F., electricity accts. section, treasurer's dept., Bolton.

**Previously reported missing.*

DIED ON SERVICE

Civilian

Akers, A., estates and housing dept., Derby. Mr. Akers was loaned to the Air Ministry as a camouflage officer, retaining his civilian status.

KILLED

Jack, W. W., Lanarkshire (on Home Guard exercises).

AWARDS TO MEMBERS

D.F.M.

Buchanan, Flt.-Sgt. G., R.A.F., Glasgow. For distinguished services.

de Lara, Flt./Sgt. L. G. C., R.A.F., architect's dept., Dorset C.C. For "brilliant leadership and high courage" in operations over Malta, in which he destroyed five enemy aircraft.

D.S.M.

Naylor, Sub.-Lt. H., R.N., deputy borough librarian, Ilford. For bravery and resolution on convoy duties.

D.F.C.

Thomas, Flt.-Lt. C., R.A.F., education dept., Blackpool (see "Missing" column).

POLISH CROSS OF HONOUR

Cook, J. E., R.N., Glasgow. For gallantry on convoy duties to Murmansk.

MENTIONED IN DISPATCHES

Bowering, Flt.-Sgt. N. E., R.A.F., Romford. For distinguished service (see "Missing" column).
Horrocks, Sub.-Lt. H., Fleet Air Arm, surveyor's dept., Blackpool.
Lee, Lt. E. W., R.N.V.R., publicity dept., Blackpool. For gallantry in Dieppe raid.
Stokes, Sig. L., R.N., Malta, electricity dept., Hazel Grove and Bramhall. For bravery and sustained devotion to duty during and after passing of important convoy to Malta.

CORRECTIONS

In the November journal the name of **L/Bdr. A. M. Dickinson,** Kendal, was erroneously published in the list of prisoners as Dickson. **C. K. Lister,** reported prisoner, is a member of the North Cheshire branch, and **Cpl. J. Yates,** reported missing, is a member of the Middlesex branch. **L/Sgt. J. E. Turnbull,** to whom the award of the M.M. was announced, was a clerk in the public health dept. at South Shields and not, as was stated, an assistant master at Mortimer Road School.

HOSPITALITY FOR WARRIORS

HOSPITALITY FOR WARRIORS

The districts, branches, and individual members below offer hospitality to members of N A L G O in the Forces and stationed in their areas. To save space, the following contractions are used : *B.*—Buildings ; *C.*—Council ; *Cy.*—County ; *C.D.*—Civil Defence ; *D.*—Department ; *E.*—Electricity ; *Ed.*—Education ; *Em.Hos.*—Emergency Hospital ; *Eng.*—Engineers ; *H.*—Hall ; *Hlth.*—Health ; *Hse.*—House ; *Hsg.*—Housing ; *M.*—Municipal ; *O.*—Office(s) ; *P.A.*—Public Assistance ; *S.*—Surveyor's ; *S.W.*—Social Welfare ; *T.C.*—Town Clerk's ; *T.D.*—Treasurer's Department ; *T.H.*—Town Hall ; *Tr.*—Transport ; *W.*—Works ; *W.M.*—Weights and Measures. **(C)** after an entry indicates that a sports or social club is available. Figures in brackets are telephone numbers—o. office and h. home. Names of exchanges are given only where they differ from the name of the town.

† indicates that hospitality is also offered to women members and relatives of members.

DISTRICT COMMITTEES

Metropolitan.—PERCIVAL W. BOND, C.O., Purley.

BRANCHES

Acton.—Miss J. PERGANDE, T.H., W.3 (ACOrn 3232).
Alloa.—W. HUNTER, *Cy.B.*
Ashton-under-Lyne.—W. B. BRADLEY, E.W. **(C).**
Aylesbury.—G. A. MELLOR, Cy.H. **(C).**
Barking.—R. D. BROWN, T.H. (Rippleway 3880).
Barnsley.—T. S. FARNSWORTH, T.D., T.H. (3232).
†**Blackburn.**—J. COX, 42, Victoria-st. **(C).**
Bognor Regis.—A. C. TWORT, T.H. (1660)
Burnley.—J. M. HOLT, Ed.O., Manchester-rd. **(C).**
Cambridgeshire.—LEO MASON, Shire Hall.
Canterbury.—J. E. NEWPORT, M.B., Dane John (2826).
Chelmsford.—L. E. INNES, Essex Rivers Catchment Board, Essex Rivers House, Springfield-rd.
Cheshire County.—H. JONES, 47, Walter-st., Chester.
Chorley.—R. HIGHAM, T.D., T.H.
Cleckheaton.—F. NORMINGTON, E.W. (16).
Colchester.—A. E. GODBOLD, T.H.
†**Croydon.**—A. E. ALLEN, P.A.D. ; Mayday-rd., Thornton Heath (4433, Mayday Switchboard, Ext. 122).
Denny.—BURGH CHAMBERLAIN, Town House.
Dudley, Worcs.—S. N. COLYER, Sedgley Em.Hos. (2243)
Erith.—D. H. E. HOCKLEY, C.O.
Epworth (Doncaster).—J. S. MARSHALL, Grove Hse., Queen-st.
†**Feltham.**—Miss J. I. HEWETT, C.O. (2281).
Gillingham.—H. KING, M.B.
Glasgow.—Members invited to use Allies Canteen, 166, Argyle-st., as guests of branch.
Grangemouth.—District P.A.O., Lumley-st.
Grimsby.—J. W. L. BUXTON, T.D., M.B. (55141).
Hinckley, Leics.—J. G. S. TOMKINS, 16, Station-rd.
Hornchurch.—D. H. ELLIS, C.O., Billet-la. (3434).
Hounslow.—B. F. EMMERSON, C.Hse., Hounslow **(C).**
Hucknall.—E. H. ADAMS, Hlth.D., Watnall-rd.
Hull.—E. F. FOSTER, T.D., Guildhall (36880).
Ipswich.—Miss E. N. EDE, S.W.D., 19, Tower-st. (2208).
Isle of Wight.—S. H. MATTHEWS, Cy.H., Newport.
Kilsyth.—S. WRIGHT, M.B.
Kirkby-in-Ashfield.—L. H. JAMES, Gas D., Urban-rd.
Kirkcudbright.—W. KIRKLAND, Cy.O., Kirkcudbright, or A. N. BOTT, E.D., King-st., Castle Douglas.
Leicester.—S. DAWSON, Tr.D., Abbey Park-rd.
Lincoln.—Branch Secy., Cy.O. (monthly social).
Liverpool.—W. HART, 22, Duchy Chambers, Sir Thomas-st. (Bank 487).
†**Maidstone.**—Miss B. W. SOLOMON, Rm. 226, Cy.H.
Manchester.—Miss A. BODENHAM or W. LEAH, Guild Office, 2, Mount-st., Man. 2 (BLA 6564) (panel of members offering hospitality in and outside city).
March, Cambs.—C. F. BOTTERELL, Cy.H.
Middlesbrough.—J. R. WILD, M.B. (3066).
Morley, Leeds.—N. WRIGHT, Ed.O., Queen-st.
Newcastle-upon-Tyne.—V. GRAINGER, T.H.
Newton-le-Willows, Lancs.—E. W. BUSHELL, Latham House, Cross-la.
Orpington.—B. H. JORDAN, C.O., 46, Bark Hart-rd.
Paddington.—T. F. DUNNING, T.H. (PAD 7672) **(C).**
Penarth, Glam.—J. THOMAS, 19, Albert-rd.
Pontardawe, Swansea.—L. C. ROBERTS, Rates D., C.O.
Reading.—J. H. SOWDEN-HALL, W.M.D., Field-rd. (4190).
Rochdale.—J. H. LEVER, T.H. (3181) **(C).**
St. Helens.—T. BROOKES, P.A.D., 61, Hardshaw-st.
Scunthorpe.—W. H. KENDALL, C.D. H.Q. Comforts Av.
†**Southall.**—R. N. ROOK, T.H. (1374).
South Shields.—F. OLLIER, T.D., T.H. (1380).
Stirling.—J. M. BATEMAN and R. WILSON, P.A.D., Cy.O., Viewforth ; W. WARDLAW, M.B.
†**Stoke-on-Trent.**—T. W. POOLE, T.C.O., T.H. (48241).
Sutton.—Miss L. RYMILL, 30, Aultone Way (Vigilant 6060 Ex. 24) table tennis club, Thursdays 7-10.
Walthamstow.—C. E. HARVEY, T.D., T.H., E.17.
Ware, Herts.—E. B. CULLEN, 17, Jeffries-rd. (gramophone music).
†**Warwick.**—H. HAWES, Hlth. D., Shire Hall (340) **(C),** Old-sq., next G.P.O.).
Weymouth.—R. W. MILLER, M.O.
Wimbledon.—J. W. BABBS, Eng. D., T.H., S.W.19.
†**Winchester.**—Miss J. Y. WALSH, T.D., Guildhall.
Worthing.—A. KENTON, T.H. (2700).
Wrexham.—H. BROOKFIELD, S.D., 1, Grosvenor-rd.
Yeovil.—Miss J. L. KEBBELL, M.B.

PERSONAL

Birmingham.—G. F. WILLCOX, 143, Southam-rd., Hall Green, B'ham, 28 (Springfield 2254) ; Miss D. UDALE, 55, Pakefield-rd., King's Norton, B'ham 30 (K.N. 2436).
Bromsgrove.—E. W. GOODMAN, The Pines, Stourbridge-rd. (secretary of Bromsgrove Branch).
Cheadle Hulme, Cheshire.—J. DARRICOTTE, Grove House, Grove Lane (Bramhall 306) offers "meals, bath, bed, snooker, table-tennis," etc., by appointment.
Esher.—F. W. KIRK, "Holmdale," Hampton Court Way, Thames Ditton (o. 2241 ; h. Emberbrook 2551).
Ipswich.—(Members in Navy) Mrs. G. A. HOOPER, 222, Woodbridge-rd.
Scarborough.—H. WILSON, 32, Newlands-av.
South Shields.—J. Y. FAWCETT, "Earldene," 11, Windermere Crescent, Harton (1000).
Stourbridge.—J. H. CLARK, Southgate, Norton-rd. (57175).
Windlesham, Surrey.—G. LOWE, "Kersal," Woodlands-la.

And For Women, Too

In addition to those marked † above, the following branches offer hospitality and assistance to women members and relatives of members transferred to factories in the area :

Bilston.—Miss M. JOHNSON, Kingswood House, Wellington-rd.
Bolton.—Miss E. HOGG, T.C.O.
Cambridgeshire.—Miss W. E. ALDER BARRETT, Cy. Library, Shire Hall, Cambridge.
Cheltenham.—Miss B. A. RICHARDS, Hlth D., M.O. (200).
Derby.—Miss D. A. JONES, "Elmhurst," Lonsdale Place, Uttoxeter New Road.
Gloucestershire, S.W.—Mrs. M. B. HARRIS, C.O., Kingswood.
Grantham.—Miss M. LYNN, Hsg. D., 36, Avenue-rd.
Lincoln.—Miss F. P. HARROLD, Infant Welfare Centre, Newland.
Newton-le-Willows, Lancs.—Miss F. B. JONES, Public Library, Crow Lane East.
North Cheshire.—Miss ATHERTON, T.C.D., Sale.
Rotherham.—Miss R. E. CHALLINER, T.D., M.O., Howard-St.
Sunderland.—Miss M. WOOD, 1, Melvyn Garden.
Swindon.—Miss M. HURTNOLE, T. (Rates) D., C.O.
Wrexham.—Miss M. E. THORPE, 94, Rhosnessney Lane (2925).

The battle of the LOADING BAYS

Users of transport are being asked to speed up their loading and unloading : The aim is to get vehicles away on their journey with a 10 minute cut in each hour of standstill time. If our transport is to do its job this winter, an even quicker turnround of all goods vehicles is vitally necessary.

Tens of thousands of men are fighting hard in this battle—railwaymen, dockers, lorry-drivers ; transport workers in every industry. We are calling on transport *users* to help fully in the fight ; to see that the fine efforts of these thousands of men are backed up by careful planning, by good equipment, by any and every means that will give wagons and lorries, ships and canal boats that vital extra 10 minutes of running time every hour.

WE MUST GET AN EVEN

QUICKER TURNROUND

Issued by the Ministry of War Transport

101

SERVICE DOES NOT NEED GRADUATES

TOO much attention has been given to the problem—considered by the "Brains Trust" last month—of how to bring the graduate into local government, and too little to the doubtful necessity for his introduction.

Local government is an organic whole. It is not an odd bagful of miscellaneous services, otherwise indefinable. In Utopia, administrator would control expert, but in this world they use the same pair of shoes, for the hardest of financial reasons. And in the service technical men must increasingly concentrate their attention on the growing science of administration, without at the same time losing specialised efficiency.

READERS' FORUM

Letters for the January number must reach the Editor, 27, Abingdon Street, Westminster, London, S.W.1., not later than December 14.

The argument for making special provision for the graduate is based on the theory that he would be more able than the officer who has begun at the bottom. Experience of both makes me doubt it.

There is still no better method of learning than by beginning at the usual place—but this the graduate is not prepared to do. If he were (which would dispose of the whole problem), he would find his fellow officers keen competitors, and good friends. They are alive, interested, and prepared to devote spare time to study. It would be one of the major tragedies of local government were that interest and willingness to be removed by creating a "higher grade" for graduates and thus blotting out the prospects of non-graduates. One need only look at the men who make NALGO to appreciate what waste there would be, what neglect of ability.

The way to a higher educational standard is not to give special facilities to the graduate, but to concentrate on existing officers. To-day (apart altogether from special war-time difficulties) the problem of post-entry education is merely being nibbled at, and not too well at that. The officer will take all the opportunities offered him—but they must not be offered in the present half-hearted manner, which gives with one hand and takes away with the other.

It is not good for a man to live the unnatural life involved in giving the whole of his spare time to study; especially after a hard day's work. More time must be allowed from work for study; more facilities must be given for travel; and the economic problem of study for a man with financial responsibilities should not be overlooked.

Present educational facilities are too narrow. Interchange of officers between departments and the opportunity to inspect closely and at length other systems of local government and special aspects thereof, are still largely dreams.

If we want a better service, we must see to it that, after the war, officers are enabled to begin to study with a working knowledge of local government to enlighten and stimulate their work. Local government is a practical job for the good of the community, and in this scientific age theories are expected to fit facts, not facts to fit theories. Thus practical training must precede academic.

AJAX.

BONUS CLAIMS

The "Poor" Blackcoat

THE publication of the civil service inquiry into family expenditure explodes the old "snobbery" plea, sometimes made before arbitrators and local authorities, that it costs more to maintain a blackcoated worker because of his job. The figures revealed by the inquiry in the £350-£500 class, for example, show that the higher expenditure by the "black-coat" worker is incurred *not of necessity* but because the extra cash he gets makes higher spending possible. A few examples of comparative expenditure by those earning under £250 (Ministry of Labour inquiry 1937-38) and those earning £350-£500 (civil service inquiry) will illustrate the point:

Expenditure on	Under £250 s.	d.	£350-500 s.	d.
Household furniture, utensils, cleaning, etc.	4	1	13	3
Tobacco	2	6	3	3
Travelling	2	3	5	5
Entertainments	1	4	2	7
Education		4	3	4
Hairdressing, laundry	1	1	2	11
Doctor, dentist, etc.	1	8	7	4
Insurance, pensions, trade union, etc., subscriptions	5	9	15	10
Domestic help, licences, holidays	1	4	5	3
Drink		9	1	10

In every instance—and the examples could be multiplied—the higher expenditure in the £350-£500 group is the result, not of necessity, but of the fact that its members have the money to spend. What are the lessons? I suggest there are three:

Those earning under £250 have by far the greatest need for wage improvements;

The percentage comparison of war bonus and the argument that the blackcoat is hard done by with his lower bonus is nonsense;

In arbitrations and negotiations, our case should be based on bringing up the lower-paid groups and pushing up the higher ones

(Continued on next page)

The Sanitary Inspector's Dream

Yes, I would leave this work awhile with pleasure
And wander far from smoky streets and slums
Forgetting ashpit doors and rising dampness,
And rat complaints and someone's rotten plums.

Yes, I would leave this bowler hat and raincoat
Made of such stuff as only parsons wear,
And in a sports coat and a cap I'd wander
And need no "intervening space" to give me air.

Yes. I would wander on unhampered; happy,
No monthly sheet or notice blue for me.
Buying my food at village shops, not cutting
Each pound of meat or sausage into three.

Yes, I would take a glass of milk and drink it,
Not wondering if the cowshed walls were clean,
Not caring much if noxious fumes were rising
From blacksmith's forge across the village green.

Yes, I would tramp all day, and in the evening
Find some small pub for bread and cheese and beer;
And never for a moment think of scabies
If Farmer Giles should scratch behind his ear.

Yes, I would wander in some cottage garden
And see the fruit on trees, not in blown tins
And enter by the front gate, not the back one
And never look if lids were on the bins.

Yes, I would go to church on Sunday morning
When church bells peal (not desquamate) at ten
And hear the parson preach—and then for dinner
Eat beef with glands uncut by well trained men.

Yes, I would do all this and something better
These things I dream of as I lie in bed
When Victory brings firewatching to an ending
And the siren signals Peace, not "message Red."

JAMES H. WILLETT.

(Copyright)

ALL OVER THE WORLD

there are people using Esperanto for all kinds of purposes, but mainly to develop that spirit of international friendship and co-operation essential for a better world after the war.

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MISCELLANEOUS

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PERSONAL

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ENTERTAINMENTS

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(Continued from preceding page)

in relation, and not by attempting to raise the standards of the highest and dragging the lower ones up.

Let us, therefore, base our case for a bonus i percentage grounds for the under £250s. know I shall be accused of saying that the er £350s have too high a standard of living. at is not so—my argument is, rather, that e under £250 has too low a standard of living d that the case for improvements in the rnings of those getting over £350 is one not need but of standards and responsibility.

16, Rodney Gardens, S. H. HASSELL.
West Wickham, Kent.

P.S.—I am a £250 and "poor" blackcoat yself!

OLTON'S GRATITUDE

Hint for Next Conference

T was right that so many should pay tribute to the Association and its officers the result of the Bolton case, and especially at the Bolton branch and the North Western strict committee should do so.

On reading the resolutions in the November urnal, however, I could not but recall some ther painful moments at the last Conference. fr. Charlton, who is, I believe, secretary of e Bolton branch, was the principal speaker r the North Western district committee. fter moving an emergency motion that there ould be no elections for the N.E.C., he roceeded to make another speech on the roposal to increase subscriptions, in which e roundly castigated what must have been a ather bewildered N.E.C., having in mind the notion of confidence which, in effect, he had just oved. I cannot do better than quote your wn report of Mr. Charlton on subscriptions: "Present subscriptions represented a fair eturn for the services rendered by NALGO o its members. He was not impressed by omparisons between NALGO subscriptions and those paid by members of other nions, because some of those other unions ere able to deliver the goods in a way not et found possible by NALGO. Members ould be prepared to pay higher subscriptions nly on the basis of cash-on-delivery."

I raise all this not to score debating points, ut to show that there is abundant need for a hange of heart in the North Western district. low better could the change be shown than by motion from the North West next Whitsun o rescind the last resolution on subscriptions nd to give the N.E.C. something like what it sked for—and which is required if the ssociation is to go on developing? And ould there be a more appropriate mover than Mr. Charlton? I throw it out as a suggestion—ay, as a challenge! I wonder if they will ccept.

J. YOUNG
Maidstone. (Kent C. C. Branch).

PAYMENT BY CHEQUE

Members' Views Sought

A RECENT test case showed that it is illegal to pay wages by cheque. Most ig local authorities pay all their clerical and administrative staffs by cheque, though I know many officers would prefer weekly payment in cash. In my view, all employees receiving up to £250 a year should be paid in this way. What do others feel?

BLACKCOAT.

Safety in the Home

THOSE members whose work takes them into the homes of the people should be specially qualified to take part in a competition being organised by the Royal Society for the Prevention of Accidents in an attempt to reduce the annual toll of 8,000 people killed oy accident in their homes. The Society is offering prizes, ranging from two to eight 15s. Saving Certificates for the best suggestions for preventing these accidents. Details from the Society at 52, Grosvenor Gardens, S.W.1.

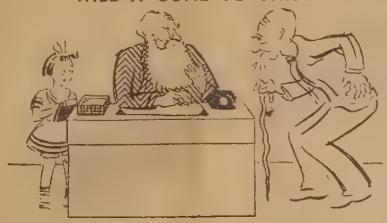
NALGO Secures £176 p.a. for Member's Widow

THE value of NALGO's aid for its members has again been well illustrated by a recent appeal made by the Association to the Ministry of Pensions.

Mr. X., a dental surgeon employed by a county council, was called up for service in the Forces and was passed A1 by a medical board. While serving as a captain in the Army Dental Corps, however, he fell ill and died.

His widow applied to the Ministry of Pensions for a pension on behalf of herself and her two children. The Ministry refused

WILL IT COME TO THIS?



"My deferment expires on Monday, Sir"

the application on the ground that the cause of death was not connected with Capt. X.'s war service.

Thereupon Capt. X.'s father applied to the Association for assistance. Contending that death was directly attributable to army service, the organizing secretary, together with the secretary of the British Dental Association made further representations to the Ministry, but again a pension was refused. NALGO and the secretary of the British Dental Association then placed the case before Sir Ernest Graham Little, M.P., who made a personal approach to the Director-General of Medical Services.

The Director-General agreed to submit the facts to the judgment of an independent medical expert appointed by the President of the Royal College of Physicians. This expert held that death was attributable to war service, with the result that the Ministry reversed its decision and granted a gratuity to the widow for 13 weeks after Capt. X.'s death, followed by a pension of £110 a year, together with an allowance of £66 in respect of her children.

58 Years' Service!

WHEN we asked in the September journal whether any living local government officer could beat the record of 55 years 4 months unbroken service achieved by Mr. T. W. Saffery, former rate collector at Islington, we did not expect to find a challenger. But there is one.

The new record-holder is Mr. W. C. Gill, who was appointed clerk to the overseers at Bawtry in October, 1884, became clerk to Bawtry parish council when it was formed in 1894, and still holds that position after 58 years of unbroken service!

After Mr. Gill, the other two recent claimants, Mr. W. S. Strickland, with 50 years' service, and Mr. J. W. Loveridge, with only 46, seem to be merely at the beginning of their careers. Mr. Strickland started as assistant overseer at West Parley, Dorset, in April, 1892, later becoming rates collecting officer to Wimborne and Cranborne rural district council. He is now retired from that position, but is still clerk to West Parley parish council and burial board.

Mr. Loveridge, despite his comparative youth in the service, merits special recognition as the oldest member of the staff of Wallasey corporation, where he has spent the whole of his official life apart from four years during the last war, when he fought on the Somme, was taken prisoner, but escaped an hour later, and as a founder-member of the Wallasey branch of NALGO.

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SCOTTISH NOTES

J.I.C. to Review Scales : Reconstruction Plans

Extension of Office Hours

THE executive committee of the Joint Industrial Council—which, in September, left the question of increasing office hours to each local authority, in the light of local circumstances, while recommending that, where hours were increased, overtime should be paid for at "plain time" rates for additional hours worked up to 46 by officers earning up to £500 p.a.—has now recommended that before an authority decides to extend working hours beyond 46 a week, it should submit its proposals to the Industrial Council for a recommendation as to the conditions which should apply.

War Increases

An application by the staff side for a flat-rate bonus for all officers is to be further considered at the next meeting of the Council.

Basic Minimum Salary Scales

After considering an extension of the maximum of the basic salary scales for women and of basic scales for larger local authorities, the executive committee invited the staff side to prepare a memorandum for circulation to the full Council. This memorandum, showing a suggested grouping of local authorities for salary purposes, proposed promotion scales, and revised basic salary scales, has now been prepared and will be submitted to the next meeting of the Council.

Salary Scales for Registrars and Assistant Registrars

The executive committee received a deputation from the Registrars' Association and the Assistant Registrars on this matter, but no agreement was reached. Almost seven years of protracted negotiations appear to have resulted in deadlock, and on representations from the associations concerned, the staff side is to consider what further action can be taken.

Scottish District Committee

At a special meeting, the district committee considered a report on the reconstruction of local government in Scotland and agreed to certain principles, including :

Abolition of the rating system and its replacement by taxation on a national basis, administered regionally.

A recasting of existing local authorities to provide a number of all-purposes authorities

Regional all-purposes councils, appointed from the local authorities ; and

A National Council for Scotland, elected from the regional councils.

Proposed national scales of salaries, prepared by the National Executive Council, were remitted to the executive committee for consideration, and it was agreed to invite branches to submit observations on them.

Nurses' Salaries Committee

The Government committee on nurses' salaries has reached agreement on recommendations for scales for probationers, staff nurses, and ward sisters in general hospitals, and midwives and health visitors. The scales for sister tutors, assistant matrons, and matrons and nurses in special hospitals, have yet to be considered. The terms of reference have been extended to include general conditions of service of nursing staffs, and this question will be considered when salary scales have been agreed. Interchangeability between local authority and voluntary hospitals and proposals for superannuation schemes have also been considered, and representatives have been appointed to a special superannuation committee to examine the proposals further.

Service Conditions and Organisation

Negotiations have taken place with various local authorities on questions of salary scales, recognition of examination successes, office hours, war service pay, war increase, superannuation rights, and similar matters.

At **Dundee**, the divisional secretary addressed a meeting of women members, called to revive the women's committee.

Summary Sheets

Though many branches have sent in their summary sheets, some have failed to do so. They are reminded that, by the decision of the National Executive Council, any branch which fails to send its summary sheets by December 31 will not be allowed to nominate candidates for NALGO elections nor to send delegates to conference. Let Scotland lead the country by being the first district to get in all its returns !

NALGO'S OWN CONVALESCENT HOME

THE health-giving air of the Derbyshire hills, home comforts, excellent food, and good company—or absolute quiet if they prefer it—are available to all members of the Association convalescent after an illness, at Nalgo House, Matlock.

Bought by the Nalgo Approved Society and opened in 1923, the convalescent home has accommodation for 23 residents.

Since, however, the home was occupied last year for only 713 out of a possible total of 1,196 bed weeks, it would seem that its existence—one of the greatest of the many benefits available to our members—is not as widely known as it should be.

Nalgo House, stands in its own grounds (including croquet and bowls lawn) with a South aspect, and is free from all those irksome restrictions so often associated with organised convalescence. All beds are single, with box springs and hair mattresses, there is ample bathroom accommodation, and every room is centrally heated, with open fires in the lounge and other sitting rooms in cold weather. In addition to a spacious dining room and lounge, there are a smaller sitting room, a writing room, and a fully-equipped billiards room.

Of the food, a recent resident—herself a State Registered nurse—wrote only the other day : "As a dietitian I can give the highest praise to the varied menus, with excellent cooking," adding : "The matron and staff are unstinting in their endeavour to make Nalgo House a place to enjoy and remember with pleasure . . . The cordial hospitality and spontaneous kindness make it a 'home from home.'"

Residence at Nalgo House is free to all members of the Nalgo Approved Society who are entitled to additional benefits, and to members of the Provident Society who have participated in a distribution of surplus funds. For other members the terms are :

Members of Nalgo Approved Society not entitled to additional benefits, members of the Benevolent and Orphan Fund and/or their dependents—£2 9s. a week ;

Members of NALGO who are not members of the Approved Society and Provident Society, or of the Benevolent and Orphan Fund—£3 3s. a week.

Members of the Benevolent and Orphan Fund and their dependents who, through adverse circumstances, cannot afford to pay £2 9s. a week may apply for admission on reduced terms.

They Do War Work — And Help B. & O. Fund

MORE and more branches are hitting on novel and fruitful ideas for raising money for the NALGO Benevolent and Orphan Fund. Brightest scheme this month comes from **Rickmansworth**, where several members, when not engaged on civil defence duty, have undertaken part-time evening work in a factory making artificial limbs for ex-service men. They are paid the standard wage for the job, and have decided to give the whole of their earnings—at least £4 a month—to the fund. This is a gallant gesture indeed, which many others might emulate.

Where Rickmansworth raises money by working, others get it from entertainment.

Shoreditch, two years ago, bought a billiards table for members on stand-by civil defence duty, and decided to give the income from the table to the fund. Billiards evidently flourish in Shoreditch, for the branch recently sent a cheque for £50.

Swindon branch had the happy idea of persuading its town council to include the fund among the charities benefiting from the Sunday opening of cinemas, and has just had £30 from that source. In other towns, the Sunday Cinemas Act provides substantial sums for charities, and it should not be beyond the wit of branches to get the fund included among those benefiting.

Darlington organised a concert on more ambitious lines than most—it secured the band of the Royal Armoured Corps 51st Training Regt.—thereby netting at least £70.

Appreciation

"*I have always appreciated the great kindness NALGO has shown to me for nearly four years. In these very difficult times I have wondered often how I could have possibly managed without such help. When I went to the town hall today and learned of the increase in my cheque, I felt I wanted to write and thank you and all concerned, for your, and their, consideration.*"

The above is from a letter written by a beneficiary who has been assisted by the fund since January, 1939, receiving grants averaging £88 a year. Her husband, a general foreman, died after two weeks' illness, leaving her with three children, aged 11, 8, and 5, and with only 21s. a week in widow's and orphans' pensions, plus a capital of £108.

Achievement

One of the boys educated and maintained by the fund, has won two art scholarships—one scholarship worth £25 a year, plus £10 for books, stationery, etc., and the other worth £15 15s.

The boy, now aged 17, was admitted to the school in May, 1935. His father had died 18 months earlier, leaving a widow, the boy, then aged 8, and his sister, aged 5. The boy's mother took a job soon after her husband's death, to augment her only income of £1 a week, received from letting her house, but was unable to give the children the care they needed and therefore asked the Fund to place the boy in a suitable school

Congratulations to—

North Bucks branch, for its initiative in arranging a competition among North Bucks civil defence ambulance teams, and its generosity in presenting a silver cup and prizes in savings stamps to the winning team (Olney).

Mr. A. F. Craven, on completion of ten years' service as secretary of the **Wembley** branch, in the course of which he has seen membership increase from 59 to 265—an achievement warmly commended at a recent meeting of the branch executive.

Kent County Women's Sub-committee, on raising over £339 during the year, which, with the balance from the previous year, enabled its members to knit £60 worth of wool into "comforts," to spend over £34 on gifts for prisoners-of-war, and £40 on parcels to other serving members, and to give £210 to war charities. So efficiently does the committee run its administration that its expenses for the year totalled only £4 12s. 1d.

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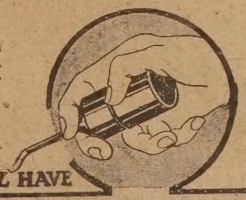

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NORTH WESTERN AND NORTH WALES

Bangor B. has agreed to back-date certain salary increases to April 1 last.

Gwyrfai R.D. has adopted the third Whitley bonus award and placed certain officers on the maximum of the grades recommended by the North Wales provincial council.

Dolgelley R.D. and **Holywell U.D.** have both adopted the third bonus award.

Lancashire C.C. has agreed to pay the full cost of living bonus to those institution employees in the intermediate and manual grades who previously did not receive it because their basic rates were above the scale. This decision dates from the first full pay week in May last.

Liverpool C.B., on NALGO's application, has regraded an officer in the libraries dept.

Prompt action by the branch secretary at **Southport** has secured that the war service pay of a woman member will be made up if she is called to the Forces. The secretary has also been successful in ensuring that a male officer is paid the proper salary grade.

Stretford and District Electricity Board has agreed to regrade forthwith five officers now serving in the Forces.

Rawtenstall B. and **Wrexham B.** have agreed to make up pay of serving officers on the lines of the Bolton settlement.

Whitehaven B. has applied for membership of the Lancashire and Cheshire Provincial Council and has adopted Whitley salary scales to come into operation on April 1, 1943.

Irwell Valley Water Board has also joined the provincial council and adopted Whitley salary scales and the third bonus award.

NALGO BUILDING SOCIETY

War Damage Contributions

Members are reminded that, subject to certain exceptions,* mortgagors may claim from the society a refund of part of the war damage contributions on their properties which were payable on July 1 last. Those who have not already made claims on the society are advised to do so. The collector of taxes' receipt should be forwarded as evidence that the contribution has been paid, and it will greatly assist Headquarters if the *mortgage account number is clearly* stated.

Some mortgagors have not yet claimed in respect of their 1941 contributions. They should write to Headquarters for questionnaire W.D.A./2, on completion of which their claims will be dealt with.

SOUTH WESTERN

Weston-super-Mare and **Wiltshire C.C.** have set up local joint committees.

Exeter C.B., Ottery St. Mary U.D., Seaton U.D., Bathavon R.D., Langport R.D., and **Wells R.D.** have become constituent members of the South Western provincial council, and the last five have adopted the grading and classification and cost of living bonus recommended by the provincial council.

To stimulate interest in Whitleyism, a conference of **Wiltshire** local authorities was held in the County Hall, Trowbridge, on November 11 and was addressed by the divisional officer. There are now 46 constituent authorities of the provincial council.

Police War Reserve is "War Service"

IF a local government officer is called up under the National Service Act, 1941, for full-time service in the Police War Reserve, his local authority may pay him the difference between his remuneration in the Police War Reserve and the renuneration he would have received had he remained in the service of the local authority.

This is the effect of a ruling NALGO has obtained from the Ministry of Health. It is based upon paragraph 2 of Ministry of Health circular 2351, sent to local authorities on April 23, 1941, which stated : "In so far as the service for which men may be called up under the National Service Act is not "war service" within the meaning of the Local Government Staffs (War Service) Act, 1939, the Minister hereby recognises any such service as "war service" for the purposes of that Act."

In a letter stating that this paragraph applies to service in the Police War Reserve, the Ministry adds : "In a case not covered by circular 2351, it is not anticipated that any difficulty would arise in giving recognition similarly on the receipt of an application from the local authority concerned, provided that the employment in the Police War Reserve is undertaken with the concurrence of the authority and of the local office of the Ministry of Labour and National Service."

The broad effect of Circular 2351 is to empower local authorities to make up the pay of members of their staff who are transferred by the Ministry of Labour to other work, no matter what that work may be. Members who are in any doubt about their position should report the facts to the appropriate divisional officer of NALGO.

Cost of Living Unchanged

The Ministry of Labour cost-of-living index stood unchanged last month at 200—29 per cent above pre-war level.

NALGO ADDRESSES

To avoid delay, members are asked to address correspondence as follows :

Relating to ***education, Approved Society, Building Society, Provident Society, Logomia, thrift and colours section, printing and stationery for all sections, supply of "Local Government Service," Roll of Honour, and organisation department records*** *to Headquarters :*

The General Secretary, NALGO Centre, Croyde, Braunton, North Devon. Telephone and Telegrams : Croyde 212.

Relating to ***Public Relations*** *and* ***"Local Government Service" (editorial),*** *to* **the Public Relations Officer, 27, Abingdon Street, London, S.W.1 (WHItehall 9351).**

Relating to ***"Local Government Service" advertisements*** *to* **A. Darby's Advertising Agency,** Cobham House, 24, Black Friars Lane, London, E.C.4 (City 6686).

Relating to the ***Benevolent and Orphan Fund*** *(other than remittances) to* **27, Abingdon Street, London, S.W.1 (WHItehall 9351).**

On all other subjects *to the appropriate district office :*

SOUTHERN REGION

Regional Officer (and Metropolitan District) : **T. M. Kershaw,** 27, Abingdon Street, London, S.W.1 (WHItehall 9351).

Divisional Officer (Eastern and South-Eastern districts) : **F. Thomas,** 54, New Street, Chelmsford (Chelmsford 4347).

Divisional Officer (Southern and South-Western districts) : **N. M. Woodcock,** 16, The Crescent, Taunton (Taunton 2779).

E. and W. MIDLANDS AND S. WALES

Regional Officer (and E. and W. Midland district) : **J. E. N. Davis,** 14, Earlsbury Gardens, Birchfields, Birmingham 20 (Birchfields 5123).

Divisional Officer (S. Wales and Monmouthshire districts) : **A. H. Geary,** 11, Park Place, Cardiff (Cardiff 1646).

NORTH-WESTERN AND NORTH WALES

National Whitley Officer and Divisional Secretary : **Haden Corser,** 2, Mount Street, Manchester 2 (Blackfriars 7668).

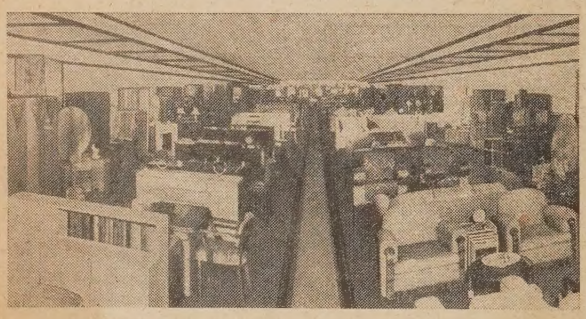
NORTH-EASTERN AND YORKSHIRE

Divisional Secretary : **W. Cecil Wood,** 12, East Parade, Leeds (Leeds 24861).

Divisional Officer (North-Eastern district) : **W. J. Upton,** Milburn House (A), Dean Street, Newcastle-upon-Tyne 1 (Newcastle 24900).

SCOTTISH

Divisional Secretary : **H. Slater,** 67, West Nile Street, Glasgow, C.1 (Douglas 0404).



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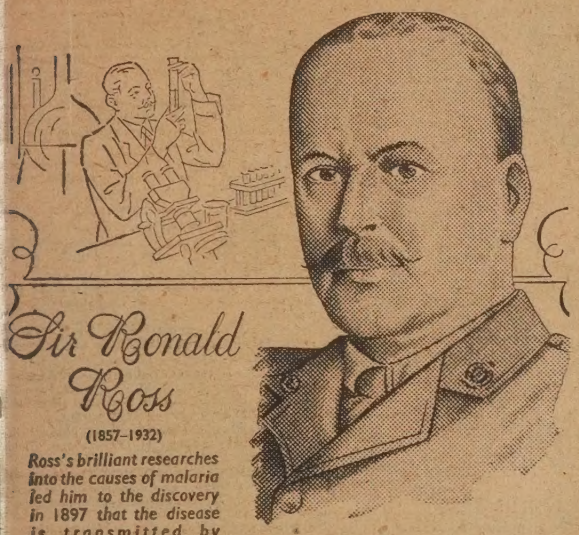

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